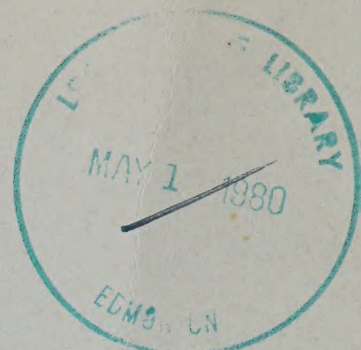
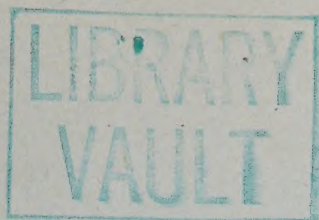


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ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT
OF CALGARY AND EDMONTON

COMMISSION MEMBERS

Dr. G. Fred McNally, Chairman.
Mr. G. M. Blackstock, Q.C.
Mr. I. C. Robison.
Mr. C. P. Hayes.
Mr. P. G. Davies, Q.C.

Mr. Wm. McGruther, Secretary

PROCEEDINGS

held before Royal Commission, at the Court House,
in the City of Calgary, in the Province of Alberta.

SESSION - 4th October 1954

VOLUME I.

I N D E X

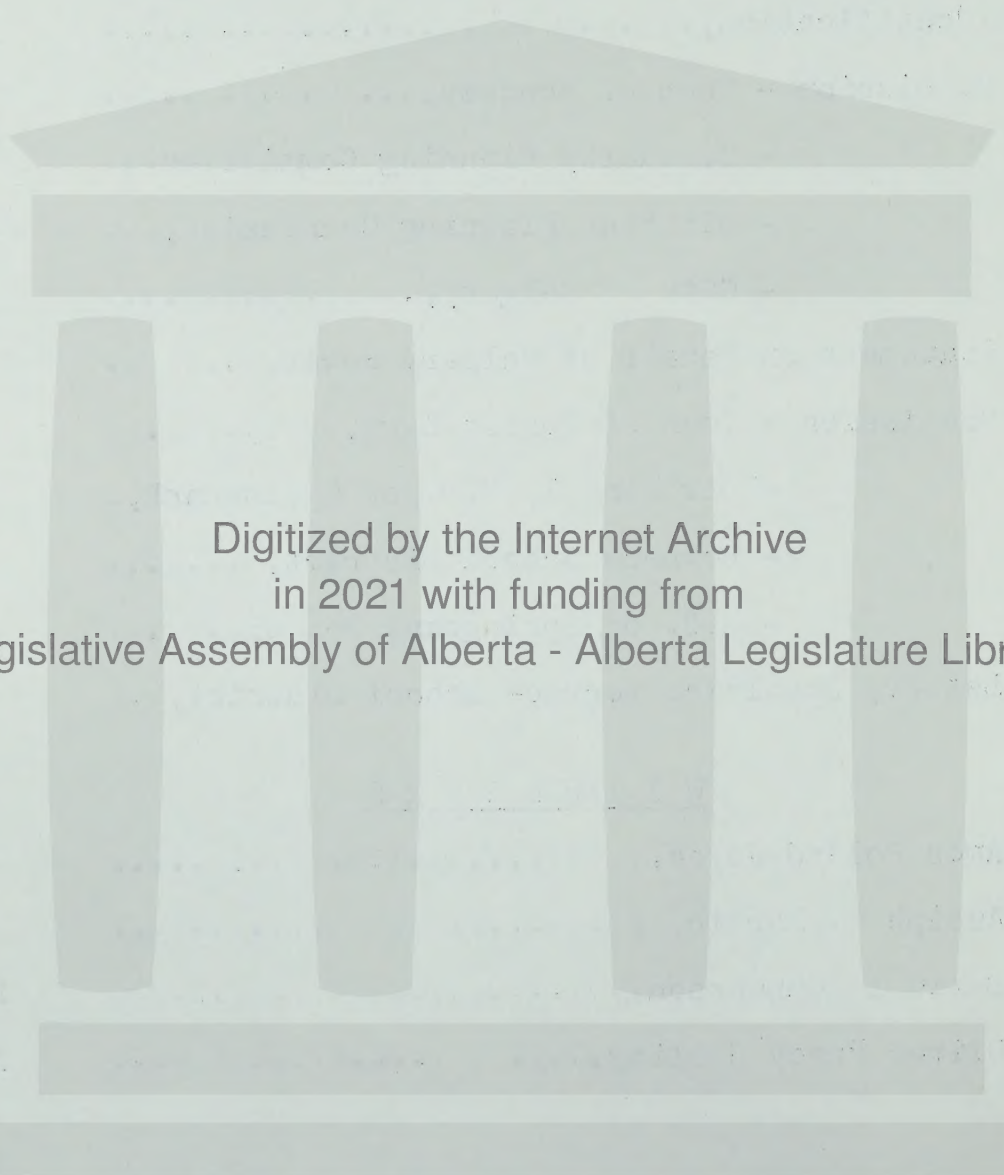
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P R O C E E D I N G S

held before the Royal Commission of Metropolitan Development of Calgary and Edmonton, at the Court House, City of Calgary, Province of Alberta, commencing at 10.00 A.M., on the 4th day of October, A.D. 1954.

COMMISSION MEMBERS:

Dr. G. Fred McNally, Chairman,
Mr. G. M. Blackstock, Q.C.,
Mr. I. C. Robison,
Mr. C. P. Hayes,
Mr. P. G. Davies, Q.C.

Mr. Wm. McGruther, Secretary.

THE CHAIRMAN: Madam and Gentlemen: We are very grateful to you for your attendance here this morning. First of all, I shall present a statement on behalf of the Commission as to the conduct of the Hearing.

This is the first Sitting of the Royal Commission appointed by the Government of the Province of Alberta.

The terms of reference addressed to this Commission are:

- (1) To recommend the boundaries and the form of local government which will most adequately and equitably provide for the orderly development of school and

municipal services;

- (2) To recommend any practical measures which may be taken in the interests of the ratepayers and citizens generally with respect to the administration and financing of school and municipal matters and the form of government recommended for the areas under review;
- (3) To hear representations from any and all interested bodies and to give consideration to any other factors relevant to the establishment of the boundaries, the form of local government, equitable distribution of costs and the orderly development of the areas.

It will at once be observed that the powers of the Commission are very wide indeed -- perhaps it might be said without limitation.

We are faced with the problem of procedure. The Commission has decided that there must be the fullest scope of enquiry, and we desire, and, indeed, we hope to be given much advice and assistance from the many parties who may appear before us, no matter how divergent their interests may be. We hope that we may have the advantage of individual as well as collective and constructive views from the cities, towns, villages, municipal districts and local improvement districts which may be concerned with the subject of our enquiry.

We are directed by the Government to formulate a scheme or schemes within the framework of our

instructions, and we ask for your cooperation in that regard. We ask all of you to put aside, as far as possible, partisan views and to join with the Commission in arriving at a just and equitable solution of all these matters which are included in our terms of reference.

That, in very general terms, is the problem which concerns the Commission.

The question of procedure is of some importance. The Commission does not intend to be bound by legalistic formal rules; in spite of that, however, some procedural rules must be observed.

Any city, town, village, municipal district, local improvement district, and other organizations or individuals are entitled to submit to the Commission whatever view it or they may have with regard to the question at issue. At the same time, the Commission is not required to accept these individual views as being completely authoritative. All parties in opposing interests are entitled to be heard and are entitled to cross-examine all parties in opposing interests.

After all, any statement or any submission should be tested by proper and relevant cross-examination, and the Commission proposes to allow the fullest liberty in that regard.

It is, therefore, suggested:

- (1) that any organization or individual, when presenting a brief or a submission, put into the witness box some person who can support its viewpoint. In other words,

it is not sufficient for the purpose of the Commission to have someone read a brief only unless that person either produces a witness or is willing to go into the witness box himself and submit to cross-examination.

- (2) Within reasonable limits, every person appearing before the Commission as a principal or a witness shall be entitled to cross-examine any person in opposing interest after that person has given that evidence.

In its advertisement fixing dates for the Hearings, the Commission laid down certain rules as to the time for filing of briefs and the like. That ruling must not be taken too literally. The Commission wishes to hear everyone who wishes to present his or her views, and there will be no restrictions in that regard. In the case of individuals, the rules as to time for filing and number of copies will be relaxed to this extent: Two copies of the statement only will be required to be filed at the time of the appearance. Formal notice of intention to appear should be sent to the Secretary of the Commission at least five days in advance of the Hearing. Adjournments may be granted in order to enable all persons to prepare and present their views, and, on the other hand, the Commission may recall any witness at a later date to furnish information which the Commission may desire.

We understand that the date fixed for the Calgary Hearing has not allowed sufficient time for the preparation and filing of briefs within the period fixed

by the Commission. We are aware of this situation, but a start had to be made and so we fixed the 4th of October as the opening date for the Calgary Hearing. It is possible that many parties who desired to make submissions to the Commission are not ready to go on today. We, however, will hear anyone who is ready to go on today, with the fullest liberty to any person to make representation to the Commission at some further date.

In short, the Commission will hear anyone who wishes to make representation as long as these representations are relevant to the issues before the Commission, but subject to the qualification that whoever makes the submission must be prepared to submit to proper and relevant cross-examination either by the members of the Commission, or by parties in opposing interests.

We shall be prepared to hear applications for adjournment, and it may be possible for us before the conclusion of this Sitting to fix definite dates for the hearing of individual submissions at some time in the future. The Commission would like those present today to identify themselves, to advise if they are prepared to go on today, and in the case of those who are not so prepared, we shall, at the proper time, hear any applications which may be made for adjournment.

Now, Madam and Gentlemen, it is only fitting that an opportunity should be given at this time for any request for clarification of what has been said in these

statements, or any comment that any of you may wish to make.

MR. NOLAN: Mr. Chairman, there is one observation I would like to make, if I may, please, and that is to enquire whether, having regard to the small number of copies that are being distributed, if it is the intention of the Commission to have the submissions read into the record, so that it may be available to us all?

THE CHAIRMAN: Oh, undoubtedly.

MR. NOLAN: There is no doubt about that?

THE CHAIRMAN: No doubt about that.

If there are no other questions, we shall proceed with the identification. I hope that you will speak very distinctly telling us the organization that you represent and giving us your name in order that we may make no errors in the record.

MR. E. M. BREDIN : Bredin is my name, sir, and I am representing the City of Calgary. Our city planner, Mr. Martin, is with me this morning, and will be giving evidence on behalf of the City of Calgary and also on behalf of the Calgary District Planning Commission, of which he is also the head. We, sir, are in the position of those to whom you referred who do require more time for the preparation of our brief, and Mr. Martin would prefer to have approximately six weeks, if possible, from this date in which to prepare that brief, but we are, however, going to remain in attendance to cross-examine on any briefs or presentations which are presently ready to go on.

THE CHAIRMAN: Let me say that there is a written interim statement from the City of Calgary, which, I presume, will be read separately at this time. All I wish at the present time is the organization, the name of the party, and a statement as to whether you are prepared to go on or whether you are going to ask for an adjournment. That is all that we desire at this time, and that will save all of us time at the moment.

MR. A. G. MARTIN: My name is Martin, City of Calgary, City Planner, and Director of the Calgary District Planning Association. At a later date, Mr. Chairman, we will request an official postponement or an adjournment of the Hearing in order for us to submit a complete brief. The reason for asking for the adjournment is not so much for the additional time required for the preparation of the brief, but because the brief has to be scheduled in the case of the City of Calgary through the City Council, and in the case of the Calgary District Planning Commission through the Calgary District Planning Commission.

THE CHAIRMAN: Yes.

MR. MACKINTOSH: My name is Mackintosh, Mayor of Bowness. Mr. Chairman, and Members of the Royal Commission: In our submission of the preliminary brief to you, our Council wishes to draw to the Royal Commission's attention the inadequacies of this brief to do occasion, or to do justice to the occasion of this Hearing. Owing to the short time available, it has been impossible to assemble, analyze and prepare

the necessary material, and for this reason the Council of the Town of Bowness --

THE CHAIRMAN: Mr. Mackintosh, excuse me. Will you just content yourself now with identifying yourself and saying that you are making an interim statement a little later on.

MR. MACKINTOSH: Yes.

THE CHAIRMAN: Thank you very much. That is all we need at the moment. We would like to know what representations are going to be made here and who the representatives are.

MR. G. L. CRAWFORD: My name is Crawford and I am representing the committee appointed by the ratepayers of Division No. 1 of the Municipality of Springbank.

MR. J. A. MAVEETY: My name is Maveety, and I am the Mayor of Forest Lawn, and I represent Forest Lawn.

THE CHAIRMAN: Yes, thank you.

MR. D. K. GUNDERSON: David Gunderson, representing Glenmore School District No. 114 encompassing Division 1 and the Municipal District of Springbank.

THE CHAIRMAN: Thank you.

MR. G. M. BROWN: George M. Brown, Chairman of the District Commission.

THE CHAIRMAN: Thank you, Mr. Brown.

MRS. N. I. ZEMANS: Mrs. N. I. Zemans, representing the Board of Directors of the Council of Social Agencies.

MR. W. H. BAILEY: W. Bailey, representing the Bowness School District.

MR. R. F. LAWRENCE: R. F. Lawrence, representing the Municipal District of Springbank No. 45, secretary-treasurer.

MR. P. J. KATZALAY: P. J. Katzalay, representing the Bowness School District No. 4590.

MR. R. S. WOODFORD: R. S. Woodford, representing the Consolidated Mining and Smelting Company of Canada Limited.

THE CHAIRMAN: Thank you, Mr. Woodford.

MR. D. N. GARDNER: My name is Gardiner, representing the Municipal District of Conrich No. 44 and Calgary Rural Municipal Hospital District No. 63.

MR. O.P.P. GOSLING: O. P. Gosling, representing Calgary School Division No. 41.

THE CHAIRMAN: Have we the names of all the organizations represented here this morning who wish to be heard at this time or to ask for an adjournment?

MR. NOLAN: I have not announced my representation, sir.

THE CHAIRMAN: No.

MR. H. G. NOLAN: I am H. G. Nolan, and I am representing Calgary Power Limited which hopes to be in a position at a later date to present submissions to this Commission, both at the Calgary Hearing and the Edmonton Hearing.

THE CHAIRMAN: Thank you.

If there are no other persons representing organizations other than those that we have heard, we shall proceed with the interim statements. Now, by that I mean organizations not prepared to go on today who have filed

with the Secretary statements in the way of a preliminary brief, in some cases indicating the lines on which the brief will also be based, and the lines to be followed, it is the wish of the Commission that the interim statements should be read at this time and, as indicated by Mr. Martin, some indication should be given as to the length of time which you would need to complete the full submission.

I should like to begin with the Town of Bowness, since I had arranged in more or less of an alphabetical order the parties. Is that Mr. Mackintosh?

MR. MACKINTOSH: Yes, sir.

THE CHAIRMAN: Will you proceed, Mr. Mackintosh?

MR. MACKINTOSH: Mr. Chairman and Members of the Royal Commission: We wish to submit this statement on behalf of the Town of Bowness.

The Council of the Town of Bowness wishes to compliment the Gentlemen of the Royal Commission on their appointment and to wish them every success in the pursuit of their inquiries into the municipal problems of this area. The Council is hopeful that the solutions offered by the Royal Commission will place the Metropolitan area of Calgary in a sound economic position, and will enable the separate communities to correct the past inequalities and establish themselves on a sound and economic footing from which to pursue their further development in an orderly and equitable manner. In this connection the Council is also hopeful that the Royal Commission's recommendations will receive

due consideration from the Government of the Province of Alberta to the effect that the legislation necessary for their implementation will be enacted.

The Council wishes to draw to the Royal Commission's attention the inadequacies of this brief to do justice to the occasion of this Hearing. Owing to the short time available it has been impossible to assemble, analyze and prepare the necessary material. For this reason the Council of the Town of Bowness respectfully requests that the following outline be accepted at this Hearing and that a further opportunity be given to develop its material in a fashion worthy of the Royal Commission's study.

I. BACKGROUND OF THE PROBLEM

- (a) Geographic Location of the Town - in which it is intended to show how the various geographic factors make the Town a desirable place in which to live, and yet to show how some of those factors are limiting development and are tending to cause undue obstacles in the way of raising the standard of urban amenities to a level with those in the parent city. Some of these factors are: relative isolation because of topographic and hydrographic features; the structure of the soil on which the Town is built; and the economic conditions existing in the Town as a result of those various factors.

- (b) Historical Development of the Town - in which it is proposed to trace the Town's development from its foundation as a real estate promotion scheme, through a lengthy period of relative stagnancy, to its formation first as a village and then as a town, and then its rapid period of post-war growth bringing with it a legacy of resources so inadequate that even the present low standard of urban services is provided with difficulty.

II. THE PRESENT STATE OF MUNICIPAL UTILITIES AND SERVICES.

1. PHYSICAL

- (a) Sewer and Water - The inadequacy of the present water supply and sanitation facilities in the Town, and the physical problems of developing sewer and water services.
- (b) Natural Gas, Electricity and Telephone - The state of existing services and the breakdown of the cost of utilities to the Town's people and those costs relative to the present area's.
- (c) Fire and Police Protection - The description of services provided by the Town and relative costs.
- (d) Garbage Collection and Disposal - The services presently offered by the Town and the problems of disposal.
- (e) Transit and Transportation Services - Their availability and the comparison of the quality of these services.

2. SOCIAL

- (a) Education - The educational facilities offered by the Town discussed in general terms owing to the intention of the School Board to submit a brief on its own behalf. The Town's intention being to discuss this matter from the point of view of inter-municipal standards and costs.
- (b) Relief and General Welfare - The record of the problems which confront the Town in looking after those unfortunate members of the community who require or may require municipal assistance.
- (c) Public Health - The provision of health and hospital facilities and the relative cost of providing these services.

III. FINANCIAL BACKGROUND

It is intended to describe the financial background of the Town to show the inability of its present tax structure to provide the necessary services.

- (a) Assessment and Taxation Resources - In which the revenue-raising powers of the Town will be studied with the intention of pointing out the anomalies that exist not only within the Town but as between the Town and the Parent City. The Town intends to show that whereas the total assessment may be increasing, it is not doing so at a sufficient rate to keep pace with the more rapidly expanding requirements of its increasing population.

- (b) Expenditures - Distribution of the Town's expenditures in which will be shown the apportionment of the Town's finances to provide urban services to the best of its ability. It is intended to show how the standards attained fall short of those provided by those of the parent city.

IV. ADMINISTRATIVE PROBLEMS

- (a) Legislation - The difficulties encountered under existing legislation.
- (b) Inter-Municipal Relations - The measures already taken by the Town in cooperation with adjacent Municipalities.

V. THE SUMMARY OF THE PROBLEM

In which it is proposed to summarize the foregoing to clearly see the Town's position in relation to the Metropolitan Area of Calgary.

VI. RECOMMENDATIONS

In which the Town proposes to advance its ideas as to how the existing situation can be adjusted so as to provide an equitable standard for its residents. In making those recommendations it is the Town's intention not only to give consideration to its own particular problem, but also to those of its neighbours. The Town feels that whatever policies are resolved from this inquiry, definite steps should be taken to avoid any possibility of a recurrence of the present situation anywhere in this geographic area.

In closing the Council of the Town of Bowness wishes to thank the Royal Commission for this opportunity of pre-

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senting its case - in part - and again respectfully requests an opportunity to enlarge on its views at a later date.

Now, it is the intention of the Town, with your kind permission, to ask for an adjournment insofar as the Town of Bowness is concerned for a period of approximately two months, since a great deal of work, analytical work and other work, has got to be done, in order to present the brief in its final form. Thank you.

THE CHAIRMAN: Thank you, Mr. Mackintosh.

Since a complete opportunity will be given, of course, to question the representative of Bowness later, it is our intention this morning just to receive these interim statements and note the length of time which the representatives feel will be necessary to complete the briefs which it is proposed to present.

I have number 2 as the Calgary Branch of the Community Planning Association of Canada. This is the District Planning Commission.

MR. G. M. BROWN: Mr. Chairman, I neglected to mention that I also am Chairman of the Calgary Branch of the Community Planning Association of Canada. I had hoped that I would have had the opportunity of introducing this Association to the Commission before I read the brief. I will now take the opportunity of reading the brief.

Mr. Chairman and Gentlemen: This is a preliminary brief submitted on behalf of the Calgary Branch



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of the Community Planning Association of Canada to the Royal Commission on Metropolitan Development.

I. INTRODUCTION

The Calgary Branch of the Community Planning Association in submitting this brief to the Royal Commission on Metropolitan Expansion, feels that the establishment of the Royal Commission gives it an unprecedented opportunity of outlining from the Association's standpoint the development of a well-planned and economically based metropolitan area of Calgary. At a later date it is hoped to expand this brief to cover other aspects of these problems, but at this stage it is our intention to acquaint the Royal Commission with what it considers to have been the causes past and present of the problems retarding co-ordinated Metropolitan expansion.

II. THE COMMUNITY PLANNING ASSOCIATION OF CANADA formed its Calgary Branch in 1949, since which time the organization has pursued the following objects:

(a) To foster public understanding of, and participation in Community Planning in both its urban and rural applications in, the City of Calgary and the surrounding Municipalities, Town and Villages.

(b) It is the object of this Association to promote, among other things, the elimination of unequal and sub-standard conditions in the fringe communities.

While no immediate cure for these problems can be

effected, guidance can be obtained from the examples set by the United States of America and Great Britain in resolving similar situations. It is obvious that a framework of Metropolitan Government will be required enabling the governing authority to apply the "ability to pay" method of taxation to the area as a whole instead of expecting each community to support its own activities at whatever level its economic structure will permit, and adequate legislation should be set up in order that integrated schemes may be implemented. The formation of such a Metropolitan Body would facilitate the common management of services and facilities which supersede Municipal Boundaries and would assure the public of a voice in decisions which affect them either as employees or as householders.

The Community Planning Association has endeavoured with some success to stimulate the interest of the public in these foregoing objectives under the guidance of Technical Planners and Architects directly concerned Professionally with planning, but while the ideas promoted are in general supported by the members, there is a feeling that present legislation at the disposal of the Professional Planners is not sufficiently centralized or comprehensive to achieve these ends.

It is the opinion and the sincere hope of this Branch that such legislation for administrative and metropolitan problems within the various municipalities, towns and villages, in the immediate vicinity of Calgary, will

ultimately be the means of achieving positive and constructive planning in its district.

III. THE CITY OF CALGARY appears to have been conscious of the necessity for co-ordinated planning from the outset, although neglect, lack of legislation controlling development during the years between the two World Wars, and the general urgency of "growing problems" in this period gave rise to many trends in development which were undesirable. As early as 1912 a planner, Thomas R. Mawson, was engaged to prepare a scheme and report upon the planned economic development of the City and Metropolitan District of Calgary. Mr. Mawson proved to be a man of considerable vision, whose plan even today shows good planning principles with a wide understanding of the problems which the City and Metropolitan District have to face. Had this plan and report been used as a guide to the development of the city, Calgary would have been the better for it. Unfortunately, as has been the case with so many similar schemes, the report was forgotten or ignored where convenient in the interest of rapid growth. Mr. Mawson envisaged Calgary as the future "Chicago of Canada" and planned with that end in view. Unfortunately, little or no legislation was introduced to control the development of Calgary along these broad principles, and therein lay the death of the Mawson Plan.

The years between the Great War and World War II brought so many physical problems with depression, economic

instability, and the general necessity of dealing with "first things first", that the interest of the general public in Planning was practically lost, and it was during this period that the "Fringe Problem" began to arise in the Metropolitan District as we know it today. It is a problem concerning the residents of outlying communities, usually working people, who have sought refuge from the relatively high cost of Housing within the City limits, by building homes in small satellite communities where by-laws and building codes were not strictly enforced. This policy eventually proved uneconomic in that residents had moved beyond the central tax source and these small communities were shortly confronted with the following problems:

(a) Administrative; (b) Public Works; (c) Waste Removal; (d) Health, Welfare and Community Services; (e) Education and others, all of which required increased taxation which was not available in these new communities.

A recent report issued by the Alberta Division of the Community Planning Association states, "Both the nature and cause of the Fringe Problem indicates that it's solution cannot be found within the Community of its occurrence. It is in essence a Metropolitan Problem, i.e., the problem of the urban economic unit out of which it arises," - in this case, Calgary.

IV. AREAS WITHIN THE CALGARY DISTRICT adversely affected by this absence of co-ordinated Metropolitan Government are:

Parts of the Municipal District of Springbank and Conrich (in so far as their areas immediately border the present City boundaries of Calgary), the Towns of Bowness and Forest Lawn, and the Hamlet of Montgomery.

V. The subject of TAXATION within these fringe communities is one which requires considerable study and analysis before concrete recommendations can be made. However, as stated earlier in this brief, the taxation system at present bears no relation to "ability to pay". Assessments are now based upon "land values and improvement values", the latter dependent upon the standard of the development upon the site. Thus in fringe communities owners of small substandard dwellings are availing themselves of utilities, social, educational and welfare amenities, but are not sharing equally in their costs and maintenance.

VI. The code of Building Standard and Salary Requirements laid down by the NATIONAL HOUSING ASSOCIATION, whilst improving the standard of buildings upon which loans are granted, has to some extent aggravated the tendency for persons in the lower income brackets to build small substandard dwellings (which they consider preferable to basement suites) in the Metropolitan District where By-law control does not call for such high housing standards.

VII. In concluding this preliminary brief, the Calgary Branch of The Community Planning Association of Canada

desires to express its appreciation for the opportunity of presenting its views to the Royal Commission, and wishes the Members of the Commission every success.

I have much pleasure in presenting this brief, Mr. Chairman. Thank you.

THE CHAIRMAN: Mr. Brown, are you requesting a specific date, or any length of time?

MR. BROWN: We were hoping that the Commission would take notice of the other requests, and we will attempt to within at least six weeks prepare our final brief.

THE CHAIRMAN: Thank you. Mr. Brown, are you also making a statement this morning on behalf of the District Planning Association?

MR. BROWN: I believe I will leave that to the Technical Director, Mr. Chairman, thank you.

THE CHAIRMAN: Thank you.

In my order of presentation I have next the City of Calgary. Mr. Martin, are you presenting the statement, I think you said you were, on behalf of the District Planning Association?

MR. MARTIN: That is correct, Mr. Chairman.

THE CHAIRMAN: Would you prefer to present it following Mr. Brown, or will you present it later?

MR. MARTIN: I can present the interim statement on behalf of the Calgary Planning Commission.

THE CHAIRMAN: Mr. Martin will report for the

District Planning Commission.

MR. MARTIN: TO THE CHAIRMAN AND MEMBERS OF THE
ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT:

The Calgary District Planning Commission is pleased to have the opportunity of presenting a brief to the Royal Commission in accordance with the term of reference as stated in the advertisements.

The scope of the work of the Calgary District Planning Commission has been at least as broad as the powers given it under Section 14 of the Town and Rural Planning Act (1953) will permit and since its establishment by Order in Council in 1951 it has, through investigations, carried out and reports prepared by its Technical Staff and through independent observation and investigation of its members been in close touch with the planning problems of the municipalities in the Calgary Metropolitan area. It has had more opportunity of gaining an insight into the reasons for the existence of these problems than perhaps any organized body and because of its independent status it has been able to see these problems in the wider sphere of the metropolitan context than as isolated problems which are peculiar to any individual municipal unit.

The Calgary District Planning Commission considers it worthwhile to pass this experience on to the Royal Commission which is charged not only with the responsibility of investigating metropolitan problems but also to make recommendations for their solution. The Calgary District

Planning Commission feels that at least a part of the solution lies in a program of careful planning which can only follow from a thorough understanding of the nature, extent and cause of the metropolitan problems. The brief will concern itself, therefore, with an examination of these problems and recommendations for their solution under the following headings.

BACKGROUND OF THE PROBLEM

"A" - PHYSICAL

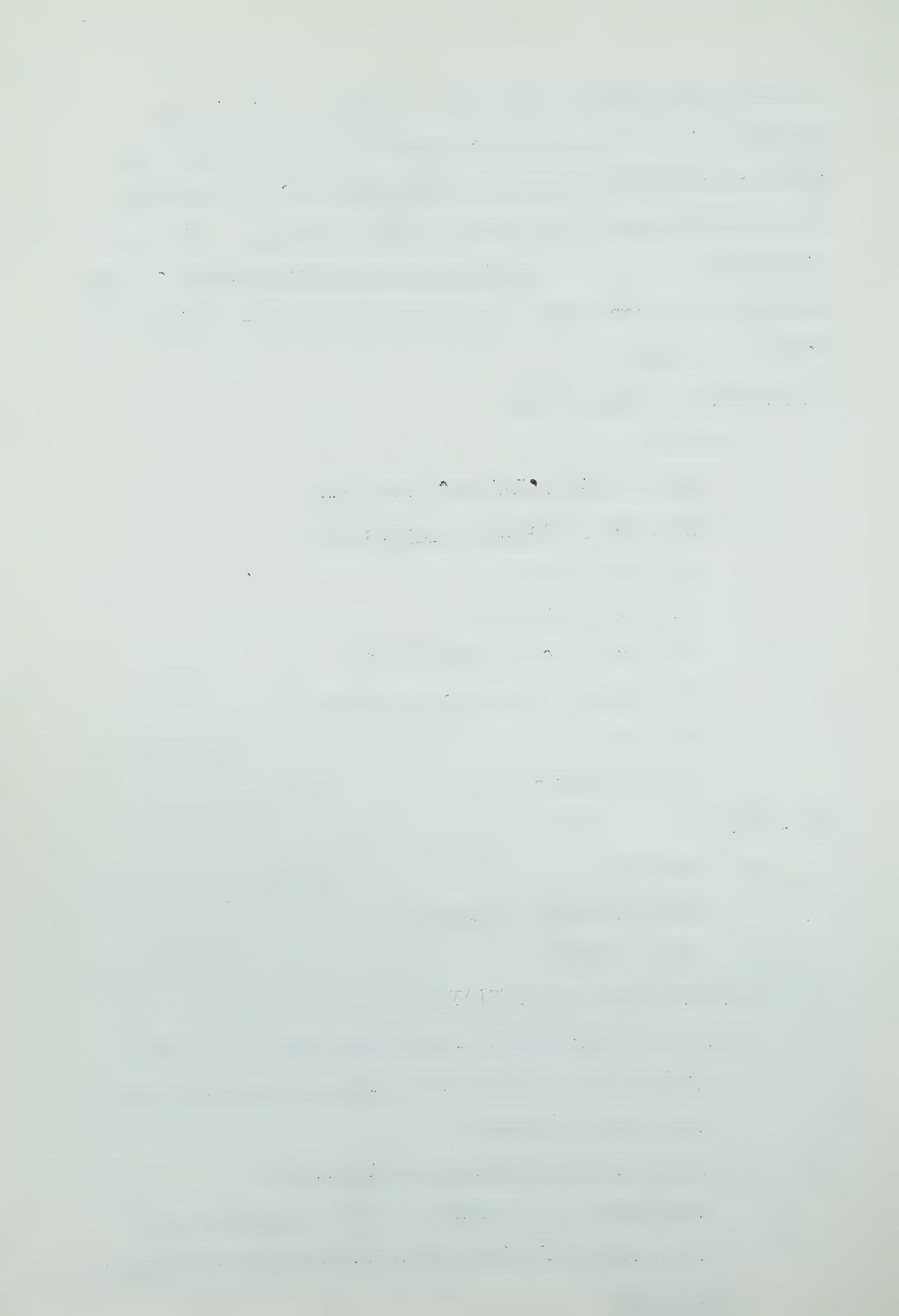
1. General Development of the area.
2. Municipal Utilities & Services.
 - (a) Sewer & Water
 - (b) Gas & Electricity
 - (c) Fire & Police Protection
 - (d) Garbage Collection & Disposal
 - (e) Transit
 - (f) Thorofares

"B" - SOCIAL

1. Education.
2. Child Welfare & Relief.
3. Public Health.

"C" - ADMINISTRATION & LEGISLATIVE

1. Review of Existing Legislation permitting joint action, examples of attempted co-ordination under existing legislation.
2. Existing Metropolitan co-ordination.
3. Administrative structure of the municipalities - the adequacy or otherwise of such administrative structure.



"D" - FINANCIAL

1. Breakdown of Costs of Services.
2. Taxation Resources.
3. General Inadequacy of Revenues to meet responsibilities.

"E" - SUMMARY OF THE OVER-ALL PROBLEM

The second main part of the brief will concern itself with recommendations.

RECOMMENDATIONS FOR THE SOLUTION OF THE PROBLEM -

To follow from examination of the problem above.

I might say further to that last statement, Mr. Chairman, that the Commission will concern itself with recommendations in the form of a planned solution to the problem which, after all, is the purpose for which the Commission was established in the first place.

Since it has been impossible to prepare this brief and submit it to the Calgary District Planning Commission for comment and endorsement in time for presentation to the Royal Commission, I would again respectfully request on behalf of the Calgary District Planning Commission a postponement of at least one month of the date originally specified for presentation of the brief.

This interim statement was sent by mail to the Secretary of the Royal Commission, Mr. McGruther, with a covering letter, which said in effect that I was authorized by the Committee which was established by the Calgary

District Planning Commission that they wish to prepare a further brief and submit it. Thank you.

THE CHAIRMAN: The postponement or adjournment of one month as asked in your preliminary statement is satisfactory.

MR. MARTIN: I think that will be satisfactory to schedule the brief through the regular meeting of the Calgary District Planning Commission, sir.

THE CHAIRMAN: Thank you.

Now, Mr. Martin, you are presenting also the statement on behalf of the City of Calgary?

MR. MARTIN: That is correct, Mr. Chairman.

THE CHAIRMAN: Will you carry on, please.

MR. MARTIN: Yes, sir.

MEMORANDUM TO THE CHAIRMAN AND MEMBERS OF THE
ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT FROM THE CITY
OF CALGARY:

The request by the Royal Commission for a brief from the City of Calgary brings into question the relationship between the City of Calgary and the metropolitan area of which it forms a part. Insofar as this relationship poses problems for the city not only at the present time but also for its future development we feel that it is important to bring to the attention of the Royal Commission as complete a picture as possible of what these problems are or what they are likely to be in the future. The City has a vital interest in the solution to these problems which may be

recommended by the Royal Commission particularly since the terms of reference of the Commission seem to imply that some rather far-reaching changes in the local pattern of government and financing may be recommended. We have, therefore, taken the liberty of preparing a brief of some length in order that we ourselves may gain a keener appreciation of the local problems which may be passed on to the Royal Commission.

The following outline gives the main headings under which this brief will be submitted.

Now, the first main heading is "I. INTRODUCTION", which will just introduce the problem as it stands.

II - BACKGROUND OF PROBLEM - this will be discussed under the separate headings:

"A" - PHYSICAL - under which the physical characteristics, the population distribution and the distribution of utilities and services will be discussed and illustrated with the aid of maps.

"B" - SOCIAL

And in this connection, Mr. Chairman, the Welfare Department, the Child Welfare Department and the Relief Department of the City will be including their reports within the City of Calgary brief. The School Board will be submitting its own brief to the Royal Commission, which I believe the Commission has already got a copy of the Calgary School Board brief.

"C" - ADMINISTRATION AND LEGISLATION - this will be a

quick review of the present administrative organizations within the metropolitan area and the legislation under which they function. Such organizations and legislation will be discussed from the point of view of their adequacy in dealing with metropolitan problems. Existing organizations operating on a metropolitan scale will be discussed.

"C" - FINANCIAL - this section will contain an outline of

the tax structure of the City. City income from other sources. A particular examination will be made of the capital costs involved in extending city utilities and services into parts of the metropolitan area which have not now such utilities and services, and the adequacy or otherwise of local income to meet these costs.

III - CITY RECOMMENDATIONS TO THE ROYAL COMMISSION - these are yet to be formulated, Mr. Chairman.

We would appreciate receiving any guidance from the Royal Commission in the preparation of our brief. It is our wish to make it as informative and useful to the Commission as possible.

And I would like to read the covering letter which I mailed to your Secretary with this brief. It is addressed

to Mr. McGruther, Secretary, Royal Commission on Metropolitan Development. It says,

"Dear Mr. McGruther:

Since the visit of the Royal Commission to Calgary last Monday, I have discussed the matter of the submission of a brief from the City of Calgary with the City Commissioners. The Commissioners have authorized me to submit to the members of the Royal Commission the attached statement which outlines the headings under which the Calgary brief has been prepared. The City Commissioners have also authorized the City Solicitor, Mr. E. M. Bredin, and myself to make representations on behalf of the City of Calgary to the Royal Commission at the Calgary Hearings which commence on October 4th. At that time, we will respectfully request a postponement of at least one month in the date for submission of the Calgary brief to the Royal Commission."

I have since discussed this problem with the City Solicitor, Mr. Bredin, who, with me, is charged with the preparation of this brief, and we are now agreed that a time of two months would be a better time than the time of one month requested in my letter of September 30th for the submission of this brief to the Royal Commission.

Thank you very much, Mr. Chairman.

THE CHAIRMAN: Mr. Martin, I understood, unless I misunderstood you, that you said that the Commission had now a preliminary statement from the Calgary School Board or the

Divisional School Board.

MR. MARTIN: Well, that was perhaps a statement which I had no jurisdiction to make, but I do happen to know that the Calgary School Board has prepared a short brief for submission to the Royal Commission, and it was my understanding when I spoke to the Superintendent the last time I met him that he was sending copies of this brief to the Royal Commission.

THE CHAIRMAN: My recollection is that no such brief has been received as yet, and the Board is not represented here this morning, apparently. This will be an independent brief, quite separate from that of the City of Calgary?

MR. MARTIN: That is correct, Mr. Chairman. That was my impression when I spoke to the Superintendent the last time.

THE CHAIRMAN: Very well. I just wanted to be clear in my own mind that you had reference to the City Board and not the Divisional Board.

We have heard from the City of Calgary and the District Planning Commission speaking through Mr. Martin, the City's Planner.

The next item I had was the Town of Forest Lawn. Perhaps I should, since Mr. Nolan represents the Calgary Power, and if I am going to adhere to my plan of taking them alphabetically, perhaps I should ask Mr. Nolan with regard to the Calgary Power. Mr. Nolan, do you wish to

make a statement now, interim or otherwise?

MR. NOLAN: No, thank you very much, Mr. Chairman. We are preparing two briefs, one to be presented here and another, a different brief, to be presented at Edmonton, as we understand that it is the wish of the Commission that briefs be submitted in that way in these two cities. The difficulty, of course, is that a great deal of information which we are gathering has to be obtained for us by other people, and we are not in control of the situation, and we would welcome a delay, and we think it would be to the advantage of all concerned if a reasonable adjournment were made now in an endeavour to permit us to produce to the Commission briefs which will be of the greatest possible assistance.

THE CHAIRMAN: Thank you, Mr. Nolan. Are you of the same generous disposition as Mr. Brown, who will be prepared to accept the adjournment which may be accorded to the others after we have considered all these requests?

MR. NOLAN: Yes, Mr. Chairman. I am completely in the hands of the Commission, but I hope that the Commission will be very generous in its fixing of a date.

THE CHAIRMAN: Of course, Mr. Nolan, in my preliminary statement I said that we would, at the close of this Sitting, adjourn to a definite date, but that did not mean that we should not have Sittings later than that at which further representations might be heard.

MR. NOLAN: Thank you, Mr. Chairman.

THE CHAIRMAN: Next is the Town of Forest Lawn.

MR. MAVEETY: Mr. Chairman and Gentlemen of the Royal Commission:

The Council of the Town of Forest Lawn, in presenting this Brief to the Royal Commission, realizes that it is availing itself of a unique opportunity to discuss and seek a solution to the problems which have been plaguing this Municipality since its original incorporation as a Village in 1934. The Town wishes to express its gratification for the opportunity so presented, and also wishes the Gentlemen of the Royal Commission every good fortune in the conduct of their enquiries and in the successful conclusion of their appointed task to the end that the municipal economy and society of this Metropolitan Area may be established on an equitable and progressive basis.

Before proceeding, the Town wishes to bring to the Royal Commission's attention the matter of its continuing interest in the physical development of its territories and the social welfare of its own inhabitants as well as those of adjoining areas. It has long recognized the interdependence of these main aspects of municipal function, and within the limits of its powers has sought to improve first one and then the other with whatever means have been at hand.

In emphasizing its efforts to improve its basic standards the Town wishes to mention its early association with the Calgary District Planning Commission. In this

connection the Town wishes to mention a Planning Conference sponsored in part by this same Commission in May, 1953, out of which arose a resolution which was later magnified through various agencies and forwarded to the Government of this Province. Closely following these representations there occurred the final incidents which prompted the Government to establish this Royal Commission charged as it is with the investigation, discussion and solution of those same problems which were first aired jointly and publicly in the City of Calgary over eighteen months ago.

The Town regrets that it has not yet accumulated sufficient factual material for a brief which will do justice to this hearing. It therefore intends to outline in only a general way at this time the subject matter which, if the Royal Commission so pleases, will be enlarged upon and presented at a later date.

I. INTRODUCTION

In the introduction it is intended to present a survey of the Town's geographical environments; of its historical growth; and of the development of the circumstances which are shackling its efforts to provide its residents with more than the mere rudiments of urban living.

The relative isolation of its location, cut off as it is by the Bow River and by topography; its early uncontrolled establishment on the eastward highway; its

large proportion of sub-standard dwellings; the burden of its educational obligations; its unsound economic picture as a result of its "fringe" relationship to the City of Calgary - all are factors to be documented and set forth to show the nature of the problem.

II. MUNICIPAL SERVICES PROVIDED BY THE TOWN.

In order to bring the Royal Commission up to date on what the Town is providing for its citizens, and to show how these provisions compare with those offered by the City of Calgary, it is intended to give a systematic breakdown of, first, the physical services and, secondly, the social services now offered by the Town.

A) Physical Services and Utilities

(a) Sewer and Water - The Town has engaged the services of a firm of Engineers, Messrs. Haddin, Davis and Brown, of Calgary, to design a dual system for the western portion of the Town, approval of the debenture borrowings has been received and the matter is now up for plebiscite in October.

(b) Fire and Police Protection.

(c) Garbage Collection and Disposal.

(c) Gas and Electrical Services. These utilities are operated by private companies but the class and rates of service will be discussed.

(c) Transportation: The public transport is operated by a private company. The costs of transportation

and their effects on the Town will be shown.

B) Social Services and Responsibilities

- i) Education - As does every Municipality, the Town of Forst Lawn finds the burden of education a difficult one to carry. The School share of the mill rate has risen to such a proportion that the Town has to do without physical improvements, and can see no way out of the situation.
- ii) Relief and Social Welfare - Employment opportunities in the Town are few, the bulk of the working population being employed in the City of Calgary. This fact, illustrative of lack of an industrial tax base, puts the Town in an uneasy situation in the event of even minor business recessions.
- iii) Public Health and Hospitalization
- iv) Library and other.

III. THE ECONOMIC BASE OF THE TOWN

A) Assessments and Tax Revenue

The Town's chief income is derived from the taxation of Land and Improvements. Its history of development alone gives some clue to the general level of assessments, as well as to the great disparity in tax contribution as between the newer homes, and the overwhelming proportion of older low quality development. Another notable feature is the paucity of industrial or commercial assessment which is needed by the Town to balance its tax base.

B) Expenditures and Inadequacies

The costs of providing the Town's present meagre services on a comparative per capita basis will be shown. This is intended to illustrate the impossibilities of raising the present standards of development unless some alternative measures of assistance or correction are devised.

C) The Taxation Problem.

IV. LEGISLATIVE AND ADMINISTRATIVE PROBLEMS

- A) Inadequacies of existing Legislation to cure the situation.
- B) Measures taken by the Town under existing legislation.

V. SUMMATION:

VI. CORRECTIVE MEASURES:

The Town feels in this connection that the solution lies in two broad steps, firstly, to correct the situation by setting the various municipalities on an equitable footing, and, secondly, to construct an over-all, authoritative framework within which future development will proceed in a sensible manner which is realistic of the responsibilities confronting modern municipal government.

In presenting this outline, the Town of Forest Lawn wishes that its position may be clarified. It is not its intention that fault or blame be directed in any particular direction, but rather that the faults be analyzed and

corrected. The example of our local history is sufficient to show us what the mistakes have been and where the pitfalls are. We are anxious that the future should avoid them.

In closing, may we again respectfully request that the Royal Commission grant a further opportunity to present our problems.

And I would concur in the desire here that we may have an extension of approximately six weeks to two months to further our brief.

THE CHAIRMAN: Did you introduce yourself as the Mayor of Forest Lawn?

MR. MAVEETY: That is right, sir.

THE CHAIRMAN: Will you give me your name, please?

MR. MAVEETY: Maveety.

THE CHAIRMAN: And the initials?

MR. MAVEETY: J. A.

THE CHAIRMAN: Yes, thank you. Thank you very much, Mr. Maveety.

That brings us to number 6 on my list, the submission of a Committee appointed by the Ratepayers of Division 1 of the Municipality of Springbank, is that correct?

MR. CRAWFORD: That is correct, sir.

THE CHAIRMAN: All right, Mr. Crawford.

MR. CRAWFORD: Before reading this submission, Mr. Chairman, I would like to mention that a meeting of the ratepayers of Division 1 was held on the 17th of March,

1954, at which meeting approximately 150 ratepayers, out of a total of 223 ratepayers, were present. At that meeting a committee was appointed to investigate and to make whatever submissions they so desired to any proper body to recommend that Division 1 be not absorbed into the proposed large municipality, as suggested by the Co-terminus Boundaries Commission. A submission was prepared for this Commission and it was felt advisable that a further meeting of the ratepayers of Division 1 be held, and this meeting was held on September 30th, 1954, and we say that at that meeting, due to the short notice, there was probably only 70 or 80 ratepayers present, but there was also a submission attached to the notice to be signed by the ratepayers as to whether or not they approved or disapproved that Division 1 remain a separate entity. And while we have not the total figures at present, we have approximately 140 submissions by the ratepayers, of which 136 are in favour of the Division remaining a separate entity and 4 are opposed, and I would like permission at a later date to submit to the Commission the final figures as to who approves and who disapproves.

THE CHAIRMAN: Mr. Crawford, may I ask you a question?

MR. CRAWFORD: Yes, please.

THE CHAIRMAN: Is the report of the Co-terminus Boundaries Commission to which you have referred available? I mean, have you copies?

MR. CRAWFORD: I have been trying in this short

time to chase down this nebulous Commission, and I have not been able to find under what authority they were appointed. I intend to obtain that and I would be glad to obtain it on behalf of this Commission and submit copies.

THE CHAIRMAN: Thank you.

MR. CRAWFORD: I would like now to read this submission into the record. I have some comments to make at the end of it, but I won't enlarge or comment on the submission itself at this time.

This is the submission of a Committee appointed by the Ratepayers of Division 1 of the Municipality of Springbank.

It is respectfully submitted that Division 1 of the Municipality of Springbank, (hereinafter referred to as "the Glenmore Suburban Area") should not be included and absorbed in the proposed large municipality which will roughly include the present Municipality of Springbank, together with an area surrounding the City of Calgary extending west to the Stony Indian Reserve, to the north to the town of Carstairs, to the east to the town of Gleichen, and to the south to the present south extremity of the Springbank Municipality.

For your information the Glenmore Suburban Area is located in Township 23, Range 1, West of the 5th Meridian, between the southerly limits of the City of Calgary, and the northerly limits of the Municipal District of Foothills No. 31, and between the easterly limit of the "Sarcee

Indian Reserve and the Bow River.

A map showing the present Division I in relation to

- (a) the City of Calgary;
- (b) the present Municipal District of Springbank; and
- (c) the proposed municipality as recommended by the Co-terminus Boundaries Commission;

is attached hereto.

This submission is made for the following reasons, namely:

1. Nature of the Glenmore Suburban Area

The Glenmore Suburban Area covers a relatively small area, namely, 19 square miles, and is predominantly industrial and suburban in its nature with 223 ratepayers and a population of 1,277, being approximately 67 persons to the square mile. This is all abundantly clear when consideration is given to the present Assessment Roll as

summarized hereunder:

	<u>Assessment</u>	<u>Percentage of Total Assessment</u>
Industrial & Commercial,	\$1,694,970.00	64.46
Suburban,	738,365.00	28.00
Agricultural,	196,019.00	7.46

It can be anticipated that the present suburban population will be increased greatly over the next few years, as there is a definite trend towards suburban holdings in the Glenmore Suburban Area due to its proximity to the city and the facilities available in the division.

Another example of the unique nature of the Glenmore Suburban Area is that the average acreage owned by all the taxpayers in the Glenmore Suburban Area is 44 acres (after excepting the Burns Acreage totalling 2,200 acres).

2. Geographical

A study of the map attached to this submission will clearly indicate the multitude of problems arising with regard to the administration and maintenance of the Glenmore Suburban Area, if it is included in the large municipality.

All the north boundary of the Glenmore Suburban Area adjoins the southerly limits of the City of Calgary, and is bounded on the east by the Bow River. It is reasonable to anticipate that the headquarters for the proposed municipality will be to the north of the city, possibly in the vicinity of Airdrie, inasmuch as the major area of the municipality is to the north and east of the City of Calgary. Thus, any machinery required for maintenance of roads, etc., in the Glenmore Suburban Area will have to go through the City of Calgary itself as there are no other means of reaching the Glenmore Suburban Area from the north of the City of Calgary except through the city itself. In this regard it should be noted that the new municipality will include a line to the east of the Bow River, which means that the Bow River will divide the municipality, but there are no means of transportation over the Bow River from the City of Calgary to Carseland, a distance of approximately 25 miles from the city. Thus any machinery which might be

located in the eastern part of the municipality would also have to go through the City of Calgary to reach the Glenmore Suburban Area. Thus all road machinery would of necessity have to travel "dead head" for a minimum distance of 6 miles and this uneconomical procedure would result in an inevitable curtailment of service and a greatly increased cost of operation.

We have already stated that the Glenmore Suburban Area adjoins the southern extremity of the City of Calgary, and one does not have to look too far to the future to see that the liaison between the Glenmore Suburban Area and the City of Calgary will of necessity become more closely related, and it is submitted that it would be to the benefit of the City of Calgary and to the Glenmore Suburban Area if the Glenmore Suburban Area was a separate entity rather than a part of the large proposed municipality.

The next heading is "School Division". It has been brought to my attention that I should have referred to "School District" rather than "School Division". That is number 3 on page 3.

It is the applicant's understanding that the main purpose of the proposed large municipality is to make same conform with the School Divisions concerned. In this regard it should be noted that another factor peculiar to the Glenmore Suburban Area is that it has its own school division, and if the Glenmore Suburban Area was made an entity unto itself for all administration the school division

and the Glenmore Suburban Area would be one entity encompassed by common bounds, which would lead to an efficient administration of both the administrative and school departments. No overlapping or conflict between the school division and the Glenmore Suburban Area would occur as they would be co-terminus.

4. Finances

Attached to this submission is an estimate of the revenue and expenditures of the Glenmore Suburban Area for the fiscal year ending December 31st, 1954, which shows that the Glenmore Suburban Area could be administered and maintained at the present mill rate of 19 mills.

5. Hospital Organization

The Glenmore Suburban Area is at present a part of the Municipal District of Springbank No. 45, which District is a member unit of the Calgary Rural Municipal Hospital District No. 63. The Glenmore Suburban Area would continue as a member unit of the Hospital District if it remained a separate unit.

It is respectfully submitted that for the reasons set out above and particularly with regard to the effect on the City of Calgary in future years, the Commission should recommend that the Glenmore Suburban Area remain a separate unit and that the recommendations of the Co-terminus Boundaries Commission be reviewed and reconsidered in this regard.

All of which is respectfully submitted this 29th day of September, A.D. 1954.

Now, sir, we come to a rather difficult problem in my mind. There have been suggestions that this Commission adjourn for a period of around two months, and I am given to understand that the recommendations of the Co-terminus Boundaries Commission will, in all likelihood, be implemented on January 1st of next year. And I think that it is a matter of great importance to this Commission and to the proper development of the Metropolitan Area that this Division remain a separate unit. I am afraid that a delay may be necessitated due to the adjournment of the Sittings of this Commission, and that would result in the absorption of Division I, and I submit it is much easier to keep Division I as it is at the present time, a separate unit, than it would be to grasp Division No. I out of a large Municipality if it were once absorbed. And, with this in mind, I am prepared to submit my submission right now and submit a witness for cross-examination. In the alternative, I would ask this Board to make a recommendation to the Co-terminus Boundaries Commission that no action be taken on the recommendation until this Board has completed their findings. However, Mr. Chairman, I am ready to proceed to complete my submission, if you so desire.

THE CHAIRMAN: Mr. Crawford, I have just consulted with Mr. Blackstock, who has had much experience, as you know, in the matter of the Public Utilities Commission, and

we are of the opinion that this Commission has no jurisdiction insofar as a report on the Co-terminus Boundaries Commission is concerned. As a matter of fact, we are in the same position as you are. We have never seen it. Did I not understand you to say that the recommendation might come into effect as of January 1st, 1955? Is there no legislation involved?

MR. CRAWFORD: I can not answer that. This information has just been given to me this morning, and just how the Co-terminus Boundaries recommendation are implemented, I can not answer that.

COMMISSIONER DAVIES: I can clear that up. It is by Order in Council, but the provision in the Act says that the Order in Council has to be made effective from the first of the year, or else the matter would have to stand over until the first of the following year.

MR. CRAWFORD: It is my submission, Mr. Chairman, that the powers of this Board are sufficiently wide in scope to make any recommendations affecting a Municipality and, in particular, affecting the proposed development of Metropolitan Areas, and it is my submission that the recommendation of the Co-terminus Boundaries Commission that Division I, which is the southern boundary of the City of Calgary, that Division I be absorbed into this large municipality is definitely to the detriment of proper development of Calgary and the surrounding district for which this Board is being appointed to make recommendations in that regard.

And I submit that this Commission has power to recommend that Division I remain a separate entity so that in the future years the City of Calgary and Division I can have the liaison which is going to be necessary for the proper development of the City of Calgary.

THE CHAIRMAN: Mr. Crawford, I would not take such a pessimistic view as you are taking as to the ability of this area to separate itself from something. It seems to me that I recollect that the School District as presently situated did succeed in getting itself taken out of the Division, did it not?

MR. CRAWFORD: That is correct, sir, but I suggest that it is the most opportune time to effect this divorce before the marriage takes place.

THE CHAIRMAN: Thank you, Mr. Crawford. Will it be possible to attend this afternoon?

MR. CRAWFORD: Yes, we can come down.

THE CHAIRMAN: I would like to discuss the question of you appearing or putting some witness in the witness box this afternoon and the consideration of the entire brief, which we had not expected to come before us this morning.

MR. CRAWFORD: As I say, my only purpose, sir, in doing that is to hope to reach some conclusion as soon as possible rather than leave it until the middle of December, when the time would run out.

THE CHAIRMAN: The Commission will give consideration to your request during the noon recess, and if it is

feasible and agreeable to let you make your submission this afternoon in the way that you suggest.

MR. CRAWFORD: Thank you, sir.

MR. MARTIN: Mr. Chairman?

THE CHAIRMAN: Yes, Mr. Martin?

MR. MARTIN: Mr. Chairman, might I ask for the privilege of making a statement on behalf of the Calgary District Planning Commission when Mr. Crawford's brief again comes up for consideration before the Royal Commission?

THE CHAIRMAN: Oh, of course.

MR. MARTIN: Or would it be in order for me to make a short statement on behalf of the Commission now?

THE CHAIRMAN: Well, Mr. Crawford or his witness will be under oath this afternoon, and it would appear to me that any statement that you might want to make, that you ought to be in a position where Mr. Crawford can cross-examine you or the representative of the District Planning Commission, whether you are the witness or not.

MR. MARTIN: Thank you, Mr. Chairman.

THE CHAIRMAN: Mrs. Zemans and Gentlemen: The Commission had in mind, before the specific requests for a period of adjournment, re-assembling in Calgary on the 6th of December. That is the reason I have questioned everybody very closely as to the time which they thought they would require, and in no case has anybody asked for more than two months. There were general suggestions with regard to two months or a little more, but I think if we fix a

date today as the 6th of December everybody should be prepared with, if not a complete brief, at least, a reasonably complete statement, which might be supplemented later, when we have a later Hearing.

Mr. Martin, does that seem reasonable?

MR. MARTIN: Yes, I think that would be very good, Mr. Chairman.

THE CHAIRMAN: The number of days required under our regulations, is it 6, Mr. McGruther?

MR. McGRUTHER: Yes.

THE CHAIRMAN: You would need to have the briefs in our hands not later than the 30th of November. This means that any of you that have briefs in preparation, which you are not prepared to present today, can govern yourselves about your attendance this afternoon. We shall proceed with briefs this afternoon. As a matter of fact, before the noon adjournment we shall proceed with the brief which we have in hand from the Bowness School District. If the representatives of the Bowness School District are prepared now to have the brief which has been submitted considered, and the witnesses are prepared to be sworn and submit to cross-examination, we shall carry on with that brief.

MR. BAILEY: Mr. Chairman, while we submitted a brief --

THE CHAIRMAN: Excuse me. My memory is not so good that I can remember every man's name.

MR. BAILEY: W. Bailey is the name.

THE CHAIRMAN: Yes, thank you very much.

MR. BAILEY: While we submitted a brief to the Members of the Commission, it was, necessarily, very brief, as we just did not have very much time to go into the matter and produce figures. With the permission of the Commission, I would like to read this brief to them, but I also would like to ask that we, together with the Town of Bowness, as Mr. Mackintosh has already requested, that we be allowed to supplement this brief to a much greater degree than we have at the present time.

THE CHAIRMAN: Do you wish to have this brief regarded then as an interim statement, similar to the ones which have already been presented, and that you be, or your proper representative be not sworn until you have the complete brief to present to the Commission?

MR. BAILEY: That is correct.

THE CHAIRMAN: Is that your request?

MR. BAILEY: That is correct, sir.

THE CHAIRMAN: All right, then, you may carry on with your statement as submitted to us with the understanding that on the 6th of December, or on or about that date, you will be prepared to go further.

MR. BAILEY: Thank you very much.

Mr. Chairman and Members of the Commission:

It has been proposed that the Board of the Bowness

School District No. 4590 present to the Honourable Members of the Royal Commission on the Metropolitan Development of the Calgary and Edmonton areas, some of the difficulties with which they are faced in providing the best type of education possible to the children of this fast growing community.

The Honourable Members are, of course, well aware of the fact that, in the years immediately following the last war, housing accommodation was a problem to the entire country. Many young people, making a start in life, found that accommodation in the larger centres was at a premium that they could not afford. Consequently, they turned to communities located on the fringes of the city in which they earned their living. As a result of this, we find that the school population has increased out of all proportion to the tax structure. Unlike the larger centres, the Town of Bowness has no industrial taxation of any kind to help with the burden.

We would like to point out to the Honourable Members that 70% of the tax dollar collected in the Town of Bowness is allocated to education. Next year, there is a very great possibility that this percentage will be increased considerably. There are many factors involved in this. Our indebtedness has increased from nil in 1949 to approximately \$350,000.00 in 1954. The year 1955 will present a very different picture, since more accommodation for education will have to be provided.

Perhaps the picture of the difficulties in which the School Board of the Town of Bowness find themselves can be clarified when attention is drawn to the fact that, of the total population of the Town, 37% are children. Since there are no industries, all taxation must be paid by the home-owner. We feel that the saturation point has been reached, and that any further increase in the tax structure will bankrupt the community. In spite of this, the mill rate for the year 1955 will have to be raised in order to pay for our existing obligations and yet, the School Board of the District are well aware that further accommodation will have to be provided.

Our senior high school students are being sent to Calgary schools due to the fact that we are unable to supply and maintain a suitable building. This, of course, is an added burden to the taxpayer because daily transportation has to be paid.

Summing up the picture, we are today endeavouring to educate 1122 children, who, some day will be creating wealth for the City of Calgary and who are being subsidized by the Bowness taxpayers. The Provincial Government grants to education have been sadly remiss in that they have not kept pace with increased costs, leaving the greater part of the burden on the shoulders of the home-owner, who no longer can afford to shoulder this burden. Reference to the graph shows this to be true. The plight of the Bowness taxpayers can be readily seen when one compares the almost

vertical climb of the requisitions with the gradual rise in assessments.

Now, Gentlemen, as I said before, since the preparation of this very short brief, it is the desire of the School Board that it be given an opportunity of enlarging on the difficulties that they have. Thank you.

THE CHAIRMAN: Thank you very much. I agree with you completely that some of this material should be supported by figures which aren't available at the moment. Now, the time suggested, the 6th of December, will that give you time enough to present any brief which you choose to make?

MR. BAILEY: Yes, sir.

THE CHAIRMAN: Now, I think the next question I should ask is this: Are there any other persons who wish to present briefs at this time? The Commission has briefs from the Calgary School Division, the Council of Social Agencies, and the Glenmore School District.

MR. McGRUTHER: There is another one here as well.

THE CHAIRMAN: This is the Municipal District of Springbank. That has not been distributed to the members.

MR. McGRUTHER: Yes, it has.

THE CHAIRMAN: It is a preliminary statement?

MR. McGRUTHER: Yes.

THE CHAIRMAN: I am very sorry, Mr. Lawrence. Will you just give us a minute to locate this? All right, Mr. Lawrence.

MR. LAWRENCE: Mr. Chairman, this is very, very

brief indeed. It is addressed to the Royal Commission on Metropolitan Development of Calgary and Edmonton.

Sirs,

The Municipal District of Springbank No. 45, through its Council, respectfully submits the following partial Brief for your consideration.

The Council is unanimously agreed:

- 1) That the problems which exist in the area surrounding the City of Calgary can best be dealt with by a Metropolitan Board with appropriate legislative authority.
- 2) That the area over which such a Metropolitan Board should have jurisdiction would be that which could be economically serviced with sewer and water.
- 3) That the Municipal District of Springbank No. 45, being a member unit of the Calgary District Planning Commission, which Commission has, to some extent, studied the problems of such a Metropolitan area, and is preparing a Brief for presentation to this Royal Commission, the Council requests an extension of time of one month to enable it to study the Brief of the Calgary District Planning Commission, when further representations may be made herein.

THE CHAIRMAN: Then, if it is two months, that will give you that much longer to do your homework?

MR. LAWRENCE: There will be no objection.

THE CHAIRMAN: Now, I was on the point of asking

if there are any other persons who submitted what purport to be briefs, or, I mean, finished documents, who now, in the light of further experience and the fact that a definite date of adjournment has been agreed upon, would like to have their statements, shall I say, metamorphosed into interim statements rather than briefs?

MR. MACKINTOSH: Mr. Chairman, being a layman, I am not entirely up to the procedure followed in law courts, commissions, and so forth. Yet, as a good Scotchman, at all times I do try to tell the truth, and nothing but the truth. However, I am rather afraid that it would limit the evidence that may be placed before this Commission if each and every one was put under oath. As a layman, and having to earn a living at the business I follow, it is impossible for me, as Mayor of the Town of Bowness, it is impossible for me to examine every analysis or every statement that may be prepared, and, at the same time, I may be asked to take the stand. For instance, I have before me at the present time a number of figures, comparative figures, with regard to the population in Bowness as a Hamlet in 1946 of 347, and today, at least, last October, a year ago, 4,319. And in giving replies to questions such as these, I am not in a position to verify the figures personally, and know of their truth, or swear that I have spoken the truth, so that, consequently, I am rather fearful that, being under oath, it may limit the evidence which may be placed before this Commission, Mr. Chairman.

I might further say that I hold in my hand the report of the investigation into the Toronto Metropolitan Area, and I notice that there was something over 40 Q.C.'s and other lawyers appearing on behalf of various suburban communities. These gentlemen prepared their briefs together with experts, and it took over a year even for the Commission to hear these briefs. However, they had experts in financing, planning, and all the intricacies of municipal administration. Unfortunately, most of us are laymen and do not have the knowledge that these people had.

COMMISSIONER DAVIES: I wouldn't think, Mr. Mackintosh, that you would have to worry too much about being restricted in giving information to the Commission. If you give figures on population, and somebody asks you where you got the figures, after all, there are censuses taken, and that is all that you can say, that there was a census taken for the year, and in regard to questions you can always say that it is to the best of your knowledge, information and belief. And it is the same with any other information. It is obvious that there are going to be many opinions expressed before this Commission, and people are not going to be able to swear that it is the truth; they are going to be swearing, "This is my opinion" in some cases.

THE CHAIRMAN: I would like Mr. Blackstock to comment on what Mr. Mackintosh has said as well. You see, I am fortunate in having expert legal opinion right here.

COMMISSIONER BLACKSTOCK: Well, Mr. Mackintosh, we are not going to conduct our enquiry as if it were a formal lawsuit between John Jones and Willie Smith. You need not be unduly alarmed about committing perjury. We know that you will not do so knowingly. We know that the figures you will be submitting you must have obtained from your secretary-treasurer, or some other official of your community; but what we do want is some responsible person, who can answer, perhaps, in generalities, rather than in particularities, and will enable us to arrive at some solution. So that do not be alarmed, Mr. Mackintosh. You can come in and give your evidence, and you will know that you are amongst friends and, since you referred to nationalities, you will find that you have one of the same nationality as yourself on the bench.

THE CHAIRMAN: I take it that there is no other request with regard to briefs submitted to us and called finished products, that they should be regarded, as of this moment, as interim?

MR. McGRUTHER: There is this letter that came in.

THE CHAIRMAN: A letter?

MR. McGRUTHER: Yes, sir. That came in Friday afternoon. There is no brief, but it is a letter from the Shouldice Terrace School District.

THE CHAIRMAN: Will you read it, then?

I take it there is no representative of Shouldice Terrace here?

MR. McGRUTHER: It is the Shouldice Terrace School District.

THE CHAIRMAN: I think you should read it and then perhaps the gentleman who signed the communication might be --

MR. McGRUTHER: It is a lady.

THE CHAIRMAN: -- called. It is a lady?

MR. McGRUTHER: Yes, sir.

THE CHAIRMAN: The lady might be called on the telephone.

MR. McGRUTHER: This is a letter from the Shouldice Terrace School District No. 4967, Montgomery Post Office, Montgomery, Alberta, and it is addressed to myself as secretary.

Mr. Wm. McGruther, Secretary,

Royal Commission on Metropolitan
Development of Calgary and Edmonton,
Room 215, Legislative Building,
Edmonton, Alberta.

Dear Sir:

A motion was passed by the Board of Trustees of the Shouldice Terrace School District No. 4967, at their regular meeting held on September 27th, as follows:

This Board present a brief to the Royal Commission on Metropolitan Development requesting that the boundaries of Shouldice Terrace School District No. 4967 of Montgomery be left as presently constituted, namely, all those portions of Section

24, 25 and 26, Township 24, Range 2, West of the
5th Meridian, North and East of the Bow River. "

And it is signed by Mrs. B. M. Melrose, Secretary-Treasurer.

MR. CRAWFORD: Mr. Chairman, there was a short submission made by the School District of Division I. I presume it will become a matter of record in this enquiry. I have no copy of it here, but Mr. Gunderson, who is on the School Board, stated that a short submission would be made to this Commission.

THE CHAIRMAN: We have a note of that.

MR. McGRUTHER: Is that the Calgary School Division No. 41?

THE CHAIRMAN: Which one is that?

MR. CRAWFORD: The Glenmore School District.

THE CHAIRMAN: I might ask Mr. McGruther if we have had that one.

MR. McGRUTHER: Yes. That is the first one we had. We got it last Monday.

THE CHAIRMAN: Is that the one that I have listed as from the Calgary School Division?

MR. McGRUTHER: No, the Glenmore School District No. 114.

THE CHAIRMAN: But I thought that that was in its final form as a brief and not an interim statement.

MR. CRAWFORD: That is correct. I just want to be sure that it is made a matter of record in this enquiry.

THE CHAIRMAN: It will be considered this afternoon, Mr. Crawford.

MR. GARDINER: Mr. Chairman, we would like to make one statement at this point. We have submitted a statement on behalf of Municipal District of Conrich No. 44, and also on behalf of the Calgary Rural Municipal Hospital District No. 63. We took seriously the advertisement of the Commission that briefs would be required to be submitted in time to be considered at this Sitting. We, therefore, went ahead on that basis, inadequate as they may prove to be. We would therefore, sir, like, while we are prepared to proceed, to reserve to ourselves the right to cross-examine at the delayed Hearing on December 6th. We might possibly also wish to add, if we might, we might wish to supplement what we have said in the briefs which we have submitted. With that statement, we are prepared to go ahead, in any event.

THE CHAIRMAN: This afternoon?

MR. GARDINER: Yes, sir.

THE CHAIRMAN: Thank you.

MR. GARDINER: Thank you, sir.

THE CHAIRMAN: With a witness, or yourself?

MR. GARDINER: Well, Mr. Chairman, I will be prepared to accept that responsibility.

THE CHAIRMAN: Yes. Thank you very much.

I am very glad to get all these matters cleared up, because we certainly do not wish

through misunderstanding or anything of that sort to shut anybody off, and I can assure the gentleman from Conrich that an opportunity will be given at a later date for a further statement, if the Municipality wishes. I wonder if I might say to you, sir, that, having read the brief, or, shall we call it, the preliminary statement at the moment, unless you have somewhere a somewhat larger map than the one which accompanied the brief, the Commission is going to be, well, we will listen to your presentation this afternoon but we certainly will not be able to follow you unless you have something that you can point to. You run all around the place.

MR. GARDINER: We have some here.

THE CHAIRMAN: Are those individual copies?

MR. GARDINER: These are the same as I furnished to each Commissioner. Of course, you can not put the City of Calgary on anything much larger than this and still be able to handle it, even if you put it on the wall.

DR. MAYO: I have a larger one.

THE CHAIRMAN: You have a larger one, Dr. Mayo?

DR. MAYO: Yes. Mr. Martin of the City tells me he can make available for this afternoon a half a dozen copies of this map that they have shown to me. It seems to be an excellent general purpose map for this whole area.

MR. GARDINER: May I be able to have one of those, too?

THE CHAIRMAN: Well, that request seems to be a very reasonable one, Mr. Martin. Mr. Gardiner is going in the witness box and he ought to be furnished with all the ammunition that he can have.

MR. MARTIN: Mr. Chairman, it might be 3 o'clock or 3.30 before I can get prints and outline boundaries clearly on the map, but they can be available this afternoon.

THE CHAIRMAN: Well, Mr. Gardiner, we will promote you to the rear of the line, or else perhaps we can lend you one of these, and Mr. Robison and I can use the same one. At any rate, we will see that you have one.

MR. GARDINER: Thank you very much.

MR. WOODFORD: Mr. Chairman, perhaps I should just explain why we are here. We are not at all certain or understand all the implications with regard to our company of the various matters that may come before the Commission, so that we thought we should appear here. We are ratepayers in the Metropolitan Area and we appear here to indicate our interest, and we would also like to reserve the privilege to ourselves of handing in a submission at the later Hearing in December, if we should deem it desirable to do so.

THE CHAIRMAN: Yes, Mr. Woodford, thank you very much.

We have received extensive briefs from Messrs. Haddon, Davis and Brown with reference to two proposed subdivisions, Corlet and Elbow Valley. We have also from Mr. Sullivan, or Art Sullivan and Company,

a statement with regard to another. Now, these persons are not, apparently, represented here this morning, and the Commission is a little bit at a loss to know what the persons who made these submissions wish to do under the circumstances. Nobody has any information on this point. I think they should be regarded as interim statements, and I had hoped to get them all before us before the noon adjournment. However, I do not suppose it is good business to criticize the rest of you for what somebody else did not do, so that we will adjourn now until 2.00 o'clock. This will enable the Commission itself to have a brief meeting to deal with the points that Mr. Crawford has raised.

(Hearing adjourned until 2.00 P.M.)

2.00 P.M. SESSION

4 OCTOBER 1954.

THE CHAIRMAN: Now, Mr. Crawford, if you are ready we are prepared to proceed with your presentation, having regard to your brief. Are you the person who is going into the witness box yourself?

MR. CRAWFORD: No, I am not.

THE CHAIRMAN: But you have somebody here?

MR. CRAWFORD: Well, I expected Mr. Gunderson here, sir, who is the representative of the School District also. If you would excuse me for just a minute and I will speak to Mr. Joyce, who is a councillor for that Division, and discuss it with him.

THE CHAIRMAN: Yes.

MR. CRAWFORD: Sir, I will call Mr. Joyce, who is a councillor for Division I, in the place of Mr. Gunderson, inasmuch as he is not here, and I am sure Mr. Joyce is well qualified to give the evidence and answer any questions in cross-examination. However, I would suggest, sir, that we delay long enough for the City of Calgary representatives to be present, as they are not here. However, at your pleasure, I am ready.

THE CHAIRMAN: It seems to me that you will have to go ahead, Mr. Crawford.

MR. CRAWFORD: Do you wish me to present Mr. Joyce now, sir, and then after he has given evidence

I might summarize again the cogent points presented in the brief and possibly elaborate slightly on it?

THE CHAIRMAN: Yes.

MR. CRAWFORD: I will call Mr. Joyce.

AMOS ROLAND JOYCE, having been first duly sworn, examined by Mr. Crawford, testified as follows:

Q Mr. Joyce, what is your position in regard to the administration of the present Municipality of Springbank?

A I am a councillor for that Division.

Q For Division I?

A Division I.

Q How long have you been a councillor?

A I will have completed a 3-year term at the end of this year. It goes back to 1952. '52, '53 and '54.

Q How long have you lived in Division No. I, Mr. Joyce?

A In Division I since 1937.

Q Mr. Joyce, I wonder if you could possibly elaborate to some degree with regard to your opinion on the annexation of Division I in the proposed enlarged Municipality and relative to the geography of Division I?

A Yes. Well, the way that Division I, its geographical position, it is not connected in any one way with the other three Divisions of the Springbank Council or

would be in the enlarged, and for this reason, the boundaries of Division I are, it has the Indian Reserve on the west, the City of Calgary on the north, the Bow River on the east, and the Municipality of Foothills on the south, and in no one way is there any connection other than going through the City of Calgary to get to the other three Divisions now, nor would there be any connection with the enlarged Municipality, if we became a part of it, without going through the City of Calgary.

Q Would it be fair to say that Division I, if absorbed into this new Municipality, will be completely isolated from it except by means of transportation through the City of Calgary itself?

A Correct.

Q Now, am I correct, Mr. Joyce, in stating that the School District of Division I, at least, the School District -- you can advise me what is the proper name of the present School District?

A Glenmore School District No. 41, an independent school district, apart from the large unit.

Q Which was set up as an independent school district in the wisdom of the powers that be, and is most unusual in that regard?

A Yes, that is correct.

Q Rather than enlarging the school district as was the procedure in nearly all cases, this school district was set up as a separate unit covering a very small

area?

A Well, it was at one time a part of the large area and wasn't found satisfactory, and we asked to be made a unit unto ourselves, which transpired and became effective as at the 1st of March last year, 1953, and it has been under its own individual school board since that time.

Q And to your best knowledge and belief is operating most successfully?

A Very, very successfully, as their financial statement for 1953 would show.

Q And, Mr. Joyce, if Division I was set up as a separate entity, its boundaries would be co-terminus with the present school division?

A In every way.

Q Is there any question in your mind as to the submission with reference to the finances of this division if it were a separate unit?

A There would be no question but what the unit could give improved services for what it is giving at the present time, or if the residents did not see fit to ask for improved services, I am quite sure the present mill rate could be lowered.

Q I see.

MR. CRAWFORD: I have no more examination,
Mr. Chairman.

Q THE CHAIRMAN: Mr. Joyce, I think you gave

the wrong number, did you not? Is your district not No. 114?

A Correct.

Q I understood you to say 41. You were putting yourself back in --

A I am sorry.

Q -- which I knew you did not want to do.

A I did not, yes.

COMMISSIONER ROBISON: I would like the witness, Mr. Chairman, to enlarge on the last answer he gave about the reduction of the mill rate.

Q Will you explain that again, please?

A Our present mill rate there for Municipal purposes is 19 mills, and for school it is 21. Naturally, the school would have to remain, but I am quite satisfied that we could give the present municipal services at a lower mill rate if we were a unit all to ourselves.

Q Lower than 19?

A Yes.

Q MR. CRAWFORD: Mr. Joyce, that would be by reason of the fact that under the present set-up the assessment for Division I, the taxes resulting from Division I, are spread over the whole Municipality, and a percentage of taxes collected with reference to Division I are not all spent in Division I at the present time?

A Correct.

Q And is that the reason why you would anticipate a lowering of the mill rate?

A Correct.

Q COMMISSIONER BLACKSTOCK: What type of administration would you set up if you were integrated into a separate unit?

A Consistent with a similar administration.

Q Under our present Statute, we have cities, towns, villages and municipal districts. That is the administrative machinery we have. Which of those would you wish to set up for your unit?

A That would be have to something that thought would have to be given to.

Q You would probably qualify as a village under the Town and Village Act?

A Well, with the land, perhaps owing to the size of it.

Q On the other hand, your area is much too great for village administration, is it not?

A Yes. It would not apply.

Q COMMISSIONER ROBISON: I note that on page 1 of the brief under the assessment, industrial and commercial, you have \$1,694,970.00, being 64.46%, and suburban \$738,365.00, being 28.08%. What relationships exist with respect to the two properties as between this area and the City of Calgary? I am concerned here with industrial and commercial development on the periphery of the City.

A I don't quite get your question.

Q What control is exercised over the industrial development?

A Well, there is, the control at the present time is in the hands of our Municipal Council of our industrial.

Q Has the City ever made any representations to you with respect to your industrial development and long-time planning?

A Yes. We feel that in years, say, a period of 5 years' time, there is a possibility that the City will be annexing part or all of that, but at the present time we do not anticipate that they wish to annex any portion of it.

Q Well, you would not want to create any unnecessary problems with allowing non-conforming development?

A Yes. I am quite satisfied with the tie-in between the Development Board and the administration that would take place, if it is so set up as a unit unto itself, and could be worked, the machinery part of it, the planning and the carrying through of orderly development, and to dovetail very, very closely, and whoever would be administering this would, naturally, have to work in close conjunction with the Development Board of the City, so that if and when the City ever did see fit to annex the Division, they would find that the pattern that had been laid down by this Administration was such that it would be approved of by them, and it would

certainly, we would certainly expect to work in close conjunction with the City and Town Planning Board with that in view, as we have for this past two-and-a-half years.

Q THE CHAIRMAN: Mr. Joyce, would you tell me what you mean by the Development Board?

A The Interim Development Board.

Q Interim Development Board?

A Yes.

Q Of whom is it composed, or whom does it represent?

A Well, that is just a body that is set up by our Municipal Council.

Q Oh, yes.

A To work in conjunction with the Provincial Town Planning Commission.

Q It is a creation of the Springbank Municipality?

A Yes.

Q Thank you. That is what I thought but I wanted to be sure.

Q COMMISSIONER DAVIES: Mr. Joyce, is Springbank particularly anxious to hang on to the area by reason of the fact that there is a substantial industrial assessment there? Is that what that involves?

A No, it is not.

Q What are your industries? The 64% of your assessment, industrial and commercial, what are the main industries in your area?

A I would say, sir, that the main industry there is the Ammonia Plant, the Nitrogen Plant.

Q MR. CRAWFORD: Mr. Joyce, to the best of your knowledge, there are no objections being made by the other Divisions of the Municipality of Springbank to the submission which is being made by Division I to this Commission?

A No, for the simple reason that they agree with our reasoning that owing to the fact that we are separated by the City, that it would not be advantageous to include that. We have our own machinery now, apart from the other three Divisions.

Q You mean road machinery?

A Yes, that is it, and we have to maintain it, for the simple reason that it would have to be moved back and forth continuously through the City, and if the Council years ago saw fit, for financial reasons, to have two sets of machinery, one for Division I and one for the other 2, 3 or 4 Divisions, well, they see that it would not be improved or changed a bit if we became a large unit.

Q COMMISSIONER DAVIES: Would you sooner be placed in the position of a Local Improvement District rather than remain a part of M.D. of Springbank?

A That is a question.

Q You see, you have a Local Improvement District in the Montgomery area, in the Calgary general area, and you

haven't any Council, of course, unless you revert to Improvement District status. It would give you the advantage of having the School District and having your Municipal area all in an Improvement District, but you would not have a democratic local control of your affairs. However, it would be handled as all Improvement Districts are handled. You would at least be separated and your taxation would be separated.

A That, again, sir, I would not like to state here and now; I would like to give that more thought, if I may.

Q Well, possibly you would give that more thought and when you get back here again give us some expression of opinion on it?

A Yes, certainly.

Q THE CHAIRMAN: Mr. Joyce, I think Mr. Davies' question was prompted by what Mr. Blackstock said a few minutes ago, namely, that the proposal which seems to be inherent in what you said in the brief would indicate that you just do not feel that you do fall into any category presently provided in the legislation?

A That is correct.

Q So that is the reason.

COMMISSIONER DAVIES: Of course, I feel, Mr. Chairman, that they do fall within the category of an Improvement District.

THE CHAIRMAN: Yes.

COMMISSIONER DAVIES: If they haven't any objection,

and I am not sure they wouldn't fall into the category of a Municipal District under the Municipal Districts Act. There is nothing in the Act that says that a Municipal District is just a rural area. There are many hamlets of very considerable size, as witness, for example, Jasper Place adjoining Edmonton, which had a population of twelve and a half thousand people before it sought separate status as a Village. I do not think actually there would be any anomaly in it, or create it as a Municipal District, except possibly the Government would not like to create a separate Municipal District through such a small area when the tendency has been to enlarge the general area.

COMMISSIONER BLACKSTOCK: Apart from that the Municipal District is not geared by statute to handle an area of that kind, heavily industrialized.

DR. MAYO: I wonder if Mr. Joyce has thought of the County Act or the possibility.

A Once again, I wouldn't care to answer that.

Q COMMISSIONER BLACKSTOCK: I assume there are no utilities in that area, water and sewer?

A No, there is not, sir.

COMMISSIONER ROBISON: I wonder if the representative of the City of Calgary would like to ask Mr. Joyce some questions?

MR. BREDIN: We have one or two questions, sir, and Mr. Martin would also like to make a statement

in connection with it.

Q Mr. Joyce, I would like to ask you whether this brief of Haddin, Davis and Brown with respect to the Townsite known as Elbow Valley, if that is proposed to be carved from this area that we are now discussing?

A We would strongly object to that, for the very simple reason if it was carved it would be assumed that it, in order to give the services we understand, according to that brief, that they intended to give services, water, sewer, police, fire and everything else, then in order to do that they would be expecting to get N.H.A. homes, they would have to give those services, and that means that the area automatically would be asking you people to annex that property of somewhere around 72 acres, I think it is, or thereabouts, into the City of Calgary. If that was done you are, just at once, going to upset the tax structure and interfere with the Glenmore School Division school, which is a part of this school unit. And I am quite satisfied that not only our Council, but you would run into difficulties there in all likelihood with the Department of Education. They wouldn't wish any portion of it to be taken out of the Glenmore School Division for school purposes.

Q You went farther than I intended, but on that question I wasn't clear in my own mind, whether the proposed townsite is actually in the area which would wish to incorporate as a separate municipality.

A Yes, it is.

Q It is?

A Yes, it is in there. It is just straight adjoining the City here on the south.

Q I thought it was. Then I take it from your answer that you do not favour the development such as Haddin, Davis and Brown propose?

A No, we do not.

Q In connection with your own Municipality at least?

A No, we do not.

Q Have you any other industries besides the Ammonia Plant in this area?

A Yes, we have. We have a crushing light weight aggregate for one, and there are permits, I think, which have been issued for about three more concerns. There is the Gas Company. I would say there is about, all told, about four different commercial firms that are on our present assessment roll.

Q Mr. Joyce, have you considered the question of direct annexation of this area to the City?

A We expect that in due course of time that will happen, yes, but at the present time, no.

Q What are your reasons for feeling that it is premature, Mr. Joyce? That it is too sparsely populated?

A Yes. I would not think that the City would want to annex that at the present time. That is, if it would certainly, as it would be called upon to give the service

to it, and if you were to adequately serve that at the present time you would find it a very expensive procedure. But, as I mentioned a few minutes ago, I would assume that in, say, 5 years' time that you will straighten out the present boundaries from Ogden through to the Glenmore Dam.

Q That would just about run straight west?

A Correct.

Q I think that is about all I have, sir.

MR. BREDIN: Mr. Martin would like to make a statement, but I presume you would want to hear it at the conclusion?

THE CHAIRMAN: Yes. If Mr. Martin has no questions to ask, then we will ask him to wait until all the questions are put to the witness, then the witness will be excused, and then Mr. Martin can make his statement.

COMMISSIONER ROBISON: Mr. Chairman, I want to be clear in my own mind as to whether the City is at all concerned with the industrial growth there, or the possibility of industrial growth there, in view of their own plans, say, in the Manchester area, and I would like Mr. Martin to respond to that.

MR. MARTIN: Well, sir, I can only say now --

THE CHAIRMAN: Mr. Martin, I think that with Mr. Robison's permission I would like to invite the questions first, and then we might have your statement.

Would that be satisfactory to you?

COMMISSIONER ROBISON: Quite satisfactory.

THE CHAIRMAN: If you will defer your statement until I see if there are any more questions of Mr. Joyce.

MR. MARTIN: Right, sir.

THE CHAIRMAN: Thank you.

MR. MACKINTOSH: Mr. Chairman, may I ask a question?

THE CHAIRMAN: Yes, Mr. Mackintosh.

Q MR. MACKINTOSH: Mr. Joyce, if, in the wisdom of this Commission, they should recommend that a Metropolitan Area be formed, would Division No. I have any objection to being a part of a self-governing unit of that Metropolitan Area?

A No, we would not.

Q COMMISSIONER DAVIES: Mr. Joyce, how many miles is it from the south boundary of the City of Calgary to the north boundary of the Foothills Municipal District?

A 4 miles. You are asking me how far it is from the north to the south boundaries through Division I?

Q Yes.

A 4 miles.

Q THE CHAIRMAN: And east and west, Mr. Joyce, 5 miles?

A About 5 miles.

Q That is what I gather from the map.

A It comprises an area roughly of 19 sections, the way

the river cuts it up.

Q I think your answer to Mr. Mackintosh's question was very significant, and one which the Commission will take due notice of.

THE CHAIRMAN: Are there any more questions?

Q MR. CRAWFORD: Mr. Joyce, just one more question in order to put before the Commission another possible alternative. In the event that the Commission are faced with the problem of being unable to recommend that this Division I remain a separate unit, being a Municipal District, a Local Improvement District or what have you, in your opinion wouldn't it be a more sensible annexation if Division I were annexed to the Foothills Municipality rather than to this proposed Municipality encompassing the City to the north and to the west and the east?

A Yes. For example, --

MR. KATZALAY: May I ask Mr. Joyce a question, Mr. Chairman?

MR. CRAWFORD: Excuse me, but might Mr. Joyce finish his answer.

THE CHAIRMAN: Oh, I thought he had finished his question.

A No. In that way, we could work machinery very advantageously. There would be no dead-heading, it would be a case of where an imaginary line would be wiped out.

Q THE CHAIRMAN: Mr. Joyce, have you knowledge

as to whether such a situation as this was considered by the Co-terminus Boundaries Commission?

A We do not know.

Q Did you make any representation to them about your own School District?

A Yes, we did.

THE CHAIRMAN: Now, if you would like to ask a question, Mr. Katzalay.

MR. KATZALAY: Yes, thank you, sir.

Q Mr. Joyce, at the present time a total of 64% of the tax burden in your Division is borne by industry?

A That is correct.

Q And the remaining 36% by the private home owner?

A Yes.

Q You stated that there are three more permits that have been issued for further industry to be built up in your Municipality?

A Yes.

Q When they are built up that will put, that will put the community, insofar as private home-owners are concerned, in a very favourable position, won't it? The majority of the tax burden will be borne by industry?

A That is correct.

Q COMMISSIONER DAVIES: Mr. Joyce, when I asked about the nature of the industry in the area, it seems to me that so far all the information that has been given is that the main industry is the Ammonia Plant. Does that

mean that the big bulk of this industrial assessment of \$1,700,000.00 is on the Ammonia Plant industry?

A No.

Q What would that assessment be, approximately?

A The Ammonia Plant?

Q Yes.

Q \$25,000.00.

MR. CRAWFORD: Not the assessment.

COMMISSIONER DAVIES: The assessment.

A Oh.

Q You have got industrial and commercial assessment at \$1,694,970.00?

A Yes.

Q Now, what I am getting at is, is that largely represented by the Ammonia Plant alone? Is two-thirds of that the Ammonia Plant assessment?

A No, no. The Ammonia Plant assessment would be about one-quarter.

MR. CRAWFORD: Mr. Lawrence would be able to give you that figure, sir. He is the secretary of the Municipal District of Springbank. I understand it is slight over \$1,000,000.00.

A You asked me what the assessment was?

Q COMMISSIONER DAVIES: I am trying to find the relationship between the total industrial and commercial assessment of \$1,694,970.00 and the Ammonia Plant property itself.

A Well, I can't tell you what the Ammonia Plant is assessed for.

MR. CRAWFORD: Mr. Woodford can certainly answer that.

MR. WOODFORD: Mr. Joyce is on the witness stand and I am not.

Q Is it not approximately true that the assessment of the Ammonia Plant is \$1,200,000.00 out of the total of \$1,694,000.00, or whatever it is?

A I can't tell you. I haven't made it my business.

MR. WOODFORD: I do not know what my position is here. Those are the figures, but I am not in the witness stand.

THE CHAIRMAN: Thank you very much, Mr. Woodford.

MR. MACKINTOSH: Mr. Chairman, could I ask Mr. Joyce a question?

THE CHAIRMAN: Yes.

Q MR. MACKINTOSH: Getting back from the assessment to mill rates and the actual production of mill rates, is it not true that the Ammonia Plant yields over \$50,000.00 to Division I in actual taxation?

A It is not.

THE CHAIRMAN: Well, Mr. Mackintosh, perhaps there is somebody here who does know exactly, so that if you are interested in pursuing this further, the information can be obtained. The mill rate has already

been stated as being 19 and 21.

Q COMMISSIONER DAVIES: This suburban assessment of \$738,000.00?

A Yes, sir.

Q I am trying to get the picture in that area. Does it mean that the suburban assessment is largely small acreages with improvements thereon, on which you are assessing the improvements, because it does not qualify as farm property and is, therefore, exempt?

A Yes.

Q So that would then be largely homes?

A Yes, that is right. There are two hamlets in there, Lincoln Park and Kingsland.

Q THE CHAIRMAN: Speak out a little louder, please, Mr. Joyce, we have difficulty in hearing you.

A There are actually four small hamlets in different parts in there which that taxation comes from.

Q COMMISSIONER ROBISON: Could you name them, please?

A Name them?

Q Yes.

A Kingsland, Lincoln Park, Meadowfield and Belvedere.

Q MR. CRAWFORD: A number of these are small acreage holdings where the improvements are taxed along with the land, isn't that correct?

A Yes.

Q They are throughout the whole district?

A Yes.

THE CHAIRMAN: What was your statement this morning, Mr. Crawford -- I can't put my fingers on it at the moment -- did you not say that the average acreage per home was 44?

MR. CRAWFORD: That is correct.

THE CHAIRMAN: Thank you.

MR. MACKINTOSH: Mr. Chairman, could I re-phrase what I asked?

THE CHAIRMAN: Yes.

Q MR. MACKINTOSH: Does the Municipal rate and the school rate combine to give approximately \$50,000.00? Would I be correct in assuming that?

A I didn't catch the first part of it.

Q Both the school rate of 21 mills and the Municipal rate of 19 mills, making a total of 40 mills on the Ammonia Plant property, would that be in excess of \$50,000.00 in taxation?

A You have got it down and figured it out; I can't tell you.

MR. CRAWFORD: Well, I might be of help to you. 40 mills times \$1,200,000.00 would amount to \$48,000.00, so that it is in the neighbourhood of \$50,000.00.

THE CHAIRMAN: I hope that is near enough, Mr. Mackintosh.

MR. MACKINTOSH: Thank you. I wish we had it at Bowness.

THE CHAIRMAN: Now, if there are no more

questions of the witness, he will be excused.

DR. MAYO: I would like to ask the witness, Mr. Joyce, one or two questions.

THE CHAIRMAN: Yes.

Q DR. MAYO: Would it be correct to say that your concern for being set up as a separate Municipality is because you are a little nervous of being incorporated in this large rural municipality?

A That is one, and we can not see where we can get efficient administration and get economical public works.

Q My point there is, are you nervous about what will happen if you are incorporated into that municipality?

A We are very.

Q Are you also discontented with your present position in Springbank?

A That is right. Let me give you a little illustration --

Q Well, I would like you to tell us here, if you could, if you are discontented with the present system, which gives roughly --

A That we are discontented with the present system?

Q Yes.

A No, we are not.

Q Does not Springbank machinery have to come through Calgary now?

A No. That unit there has its own machinery.

Q What makes you think you could retain that in the future?

A Well, in these large units it is not found that it works

out that way.

Q Yes, but we haven't any experience with such large units as that. The main point I want to bring out there, Mr. Chairman, if I could, is this, to get Mr. Joyce's opinion on the matter: Is there any urgency about this, assuming that you are left, as you say, as Division I of Springbank M.D.?

A Assuming that we are left as we are at the present time?

Q Yes.

A Oh, we would be very happy to carry on.

Q So that it is not keeping the Municipality throughout per se that you are agitating for, it is not to upset the status quo?

A We are quite satisfied if you will leave it alone.

Q The other thing I would like to ask is, how do you envisage the future, taking into consideration that you have a population of 223 ratepayers or thereabouts?

A We have about 1200 and some odd of a population.

Q You do not seem to want expansion in the sense that you object to these subdivisions?

A Well, the reason why we object to the subdivisions, you understand that there can be no loan companies going in there, they will not go in there to advance money, therefore the type of homes that would be built, we would have to be very careful or we would have development that would not be the type of development that I am sure the District wishes. We will welcome

residential development when we feel that the burden that could very well come on that District, if we were to get a depression, it could be carried by a year-round income from taxation of industry, then we will welcome residential, but I think it would be a mistake at the present time to open up territory there for residential purposes now, under our present tax structure. There is 1,000 acres of Burns' property now that is zoned for commercial purposes, and if that truck bypass road is laid out so that the Burns people can subdivide and sell that property, we would have all the commercial business that we would require, then over here on the west side of the highway open it up to residential, but to open it up to residential until such time as we have commercial in there, I say "no".

Q In other words, you want the commercial property to be liable to assessment in there before you build any substantial number of residences?

A That is correct.

Q But you are also assuming, are you, that the type of development proposed there would be substandard housing?

A We have been watching that very, very carefully, but you understand, the only way that loan companies will go in there -- there are two briefs here, and one we oppose, if it is going to come about, it is asking for Townsite, and it claims to be self-supporting, but if you look closely into it, it lacks a lot of being

self-supporting. They have made no provision for hospital, they have made no provision for transportation, they have made no provision for high schools, and they haven't got enough industrial land to take care of their residential.

Q It is that kind of property that you are worried about more than the substandard housing?

A Yes.

Q MR. CRAWFORD: Mr. Joyce, you and Division I are definitely in support of any orderly development of Division I, whether it be residential or commercial, but there is a question of when it should be done, is that correct?

A We have been working with the Town Planning for this last ever since it was incorporated, taking their advice practically at all times, and carrying through with it, but if they were to advocate opening up a section of that for residential, we would think that it was premature.

Q THE CHAIRMAN: Mr. Joyce, you have membership in the District Planning Commission through the Municipality of Springbank?

A I represent it.

Q You were on the Commission?

A Yes.

Q As a representative of the Municipality?

A Yes.

Q COMMISSIONER HAYES: Mr. Joyce, do I understand that if Springbank were left alone that this particular area is quite satisfied, as long as their status remains as it is at the present time?

A Yes.

Q And then if you had any assurance that the new set-up would give you the same treatment, you still would be all right?

A We fail to see where that assurance might be coming from, for the very simple reason, if you will study that map, you will find that it is 95% agricultural. The Council-lors who will be appointed there, and we are given to understand that it is either to be five or six, they, of necessity, are going to be representing strictly agricultural and agricultural alone, and they have thrown out some suggestions, we understand, that this little Division I take up a strip around the City of Calgary, say, a 6-mile strip on the west and north and the east, and add it to, so that Division I, if they see fit to call it Division I in the new, would just be a thin strip all of the way around the present boundaries of the City of Calgary. Well, this new Co-terminus proposition, if you will study that map, takes in about 2400 square miles, and even if they have a 7-man Council, each Councillor is going to have some 350 square miles, or thereabouts, to administer. Well, Division I, if we were just given that 6 miles, or all the way around,

you would have a very, very small Division to supervise compared with the other. But can you understand the different conditions which you would have to be looking after, and what about the other 5, 6 or 7 Councillors, there would be different laws, bylaws and measures, which might apply perfectly well to the large, very large Divisions, but would not suit the small. He has got a representation here of a very congested area, made up of industry, manufacturing, residential, and some little bit of it farming, and, consequently, you would require laws and bylaws and, I might say, roads, that would be far different than what will be necessary in that large unit. And we fail to see where a councillor can sit in with those 4, or 5 or 6 men and be able to get any type of administration that will satisfy the needs of the people he would be representing.

MR. MARTIN: Could I ask one question of the witness, please?

THE CHAIRMAN: Yes.

Q MR. MARTIN: Mr. Joyce, what are the power rates now in existence in Division I, and what are the gas rates for the users, how do they compare with the City of Calgary rate specifically?

A Let me say with regard to the gas rate, I believe we are paying the same rate as you are for gas, and we are paying a trifle more for our electric light. I am not going on my oath, but I think that our gas rates

are the same as your gas rates inside the City limits and our electric light, I think, is a trifle more; but I will not say or make that statement for sure.

Q One other question, Mr. Chairman. With respect to membership in the Calgary District Planning Commission, if established as a separate unit, you think it will be in a position to continue, or you think that you would be in a position to continue your dues to the Commission so that you could participate in the planning program?

A Yes, we wouldn't wish to break out of it.

Q Thank you.

THE CHAIRMAN: Are there any other questions?

Q COMMISSIONER DAVIES: You obtain your power from Calgary Power Limited?

A Yes.

Q On the question of road equipment, as I understand it, your road equipment is owned separately by the ratepayers within the different divisions?

A Up until two years ago when the Municipal money did not have to be spent all over the whole Division, why, each Division had its own proportion to work out as best it could, with the result that rather than move machinery back and forth, Division I bought its own machinery and maintained it as it is at the present time, and the only thing in which there is any joint ownership at the present time is a Municipal grader and one tractor.

MR. MACKINTOSH:
another question?

Mr. Chairman, if I might ask

THE CHAIRMAN:

Yes.

Q.

MR. MACKINTOSH: You, Mr. Joyce, have no desire nor have your ratepayers individually any desire to cut off workmen in the Ammonia Plant who do not happen to live in Division I from a share of the industrial dollar that is produced by the Ammonia Plant?

A

Well, we have nothing to say as to where a man either works or where he may live, but in the event that we are able to develop that as we sit fit, I do not think that anybody who is working at the Ammonia Plant in a few years to come would want to live anywhere else but in Division I. We would be quite able to give as good education as they would get either in the City or outside of it, and I think they would be quite satisfied with the administration that could be set up and run there.

Q

COMMISSIONER DAVIES: Would it be right to say that 90% of the employees of the Ammonia Plant now reside within the boundaries of Division I?

A

No.

Q

Can you give us any estimate?

A

I would say at the present time that 30% of the -- there are two gentlemen here from the Ammonia Plant, and they may be able to correct me in that, but I am just making a guess when I say 30%. I know there is

a goodly number of them are my own neighbours. I just couldn't say how many are working there.

Q COMMISSIONER ROBISON: There is a bus service that takes employees in and out, in there every day?

A Yes.

Q From the City of Calgary?

A Yes.

Q COMMISSIONER DAVIES: Would that 70%, roughly, perhaps, be workers residing in the City of Calgary who work in the plant, is that right? Is that what you are saying?

A I would say that there is only about 30% residing in Springbank. I know there are some living in Bowness. Where they all live, I can not hazard a guess.

Q Well, then, Calgary and Bowness are getting the taxes from their homes, aren't they?

A Yes.

Q And you, roughly speaking, are taxing about 30% of the homes of the employees?

A Yes.

COMMISSIONER DAVIES: Would it be right to ask whether you are in a position to say with regard to any submission being made about the annexation of any or all of this area, Mr. Bredin?

MR. BREDIN: I am afraid we are not in a position to state any policy with regard to it today, but I hope when the Board reconvenes in December we

will have a definite position to state to the Commission with respect to this. I do not think either of us have had an opportunity to read this brief before and we are, therefore, at a loss to state what the official policy of the City of Calgary will be. We will give you that answer at that time.

MR. MACKINTOSH: Mr. Chairman, I would like to make one other remark. It is quite true that some of the others at work in the Ammonia Plant, they are quite happy enough to have their homes in Bowness, and they are satisfied people, because of the reason that every married couple that comes into Bowness with a few children, it costs us far more to educate the children than the taxes we get from their homes.

Q MR. BREDIN: I wonder, Mr. Joyce, if I couldn't clear up an answer that you made. You told Mr. Davies that the power is supplied by the Calgary Power, but I believe it is retailed through the City of Calgary distribution system from the Calgary Power, is that not correct?

A That is correct.

THE CHAIRMAN: I would like to assume at this time that we have acquired all the information from Mr. Joyce that we would like to have. And if we have asked him all the questions that we can think of, if that is the case, then Mr. Joyce will be excused. Thank you very much, Mr. Joyce.

A Thank you.

MR. BREDIN: I wonder, sir, if I might ask when the Commission reconvenes whether it might be possible to have Mr. Joyce back again, because the effect of the brief with respect to this Townsite of Elbow Valley will have some bearing on our position, and in considering these two matters together it might be that we might have further questions at that time of Mr. Joyce.

THE CHAIRMAN: In my statement this morning, you will remember that the Commission reserved the right to recall any witness at any time.

MR. CRAWFORD: I assume, also, Mr. Chairman, that I would have the opportunity of enlarging upon my brief, if I see fit, in presenting it to you at the reconvening date?

THE CHAIRMAN: Yes, and to cross-examine anybody who makes any statement with which you are concerned.

MR. CRAWFORD: Thank you, sir. There is just one other thing I might mention. You asked me a question with regard to the Co-terminus Boundaries Commission.

Mr. Lawrence, who is the secretary-treasurer of the Municipal District of Springbank, has advised me that the only information he has with reference to this proposal is in the form of a map from the Co-terminus Boundaries Commission recommending a certain boundary. There were no written reasons accompanying the map. In the brief chance I have had I have not been able to

find the Order in Council appointing the Commission in the Gazette, but I have a memorandum here from Mr. W.J. Dick of Edmonton. I am sure you all know that he was the Chairman of that Commission.

THE CHAIRMAN: Yes.

MR. CRAWFORD: He was the first Chairman of the Commission and he outlined the personnel of the Commission, and if you would wish me to give you copies of that information, I will be glad to give it to you.

THE CHAIRMAN: Mr. Crawford, I think perhaps I provoked this discussion this morning. The only thing I wanted to get was what seemed to be the information you had. I might amplify my statement that I made by asking if you are satisfied that the outline in blue pencil on the map attached to your brief is the recommendation of the Co-terminus Boundaries Commission as to the size of the school division and this new municipality. I do not know what its name is to be.

MR. CRAWFORD: From the information I have, I understand that the map which accompanied my submission was taken directly from the map submitted to Mr. Lawrence of the Municipal District of Springbank, which was submitted to him by the Co-terminus Boundaries Commission.

THE CHAIRMAN: That is good enough, thank you. Now, Mr. Martin, I think your turn has come.

MR. MARTIN: Shall I take the stand or

stay here, Mr. Chairman?

THE CHAIRMAN: I do not know what you are going to do. You said you wanted to make some additional statement. I thought that was your statement this morning.

MR. MARTIN: The statement I wish to make is on behalf of the Calgary District Planning Commission. It has direct reference to the proposal put forth by Mr. Joyce.

THE CHAIRMAN: Yes. Then you had better be sworn, Mr. Martin.

ADOLPH G. MARTIN, having been first duly sworn, testified as follows:

Mr. Chairman, these are in the nature of general statements only, and in giving a statement on behalf of the Calgary District Planning Commission at this time I should say at the outset that the Calgary District Planning Commission has not had before it for consideration the proposal by Division I to establish a separate entity. I would like, however, to refer to Mr. Joyce's remarks, particularly his remarks with respect to the planning of the area, some of which were prompted by Commissioner Robison's questions, and that is that as far as the City of Calgary is concerned and the Division No. I, the planning interests are certainly common as brought out by Mr. Joyce. It is a logical area for

industrial expansion, that is, the two areas together, that is, the City of Calgary and Division I, and on the basis of our planning suggestions there are also great potentialities for future residential expansion in Division No. I at a future time. The City water is easily available and, under certain conditions, the City sewer can also be made available to most of Division I. What I am trying to point out here, Mr. Chairman, is that it is, in essence, a part of the Metropolitan Area as far as the Calgary District Planning Commission is concerned. We would like it developed as an integral part of the Metropolitan Area. I think that that probably was further brought out by some of the questions and statements made by Mr. Mackintosh, the Mayor of Bowness, when he referred to people working in Division No. I and living in the Town of Bowness. Well, my contention here on behalf of the District Planning Commission is that it is a Metropolitan problem and it should be so handled.

As I mentioned before, the Calgary District Planning Association or Commission has not had this particular application before it, but it has had before it the application of the Elbow Valley proposal for the Elbow Valley Townsite. Now, at that time, the Calgary District Planning Commission endorsed a report prepared by its technical staff, copies of which have also been given to the Members of

Royal Commission, and on page 7 of this report we made the statement that it was endorsed by the Calgary District Planning Association. And down in the last paragraph on page 7 of this brief we say that the proposal would seek to create an independent, administrative unit in an area which we think will almost certainly become a part of the City of Calgary. Now, when we said that we were speaking of the proposal for the development of the Elbow Valley Townsite, but I feel reasonably certain that the Commission will take the same view with respect to establishing a new administrative unit of any kind, whether it is the establishment of the Elbow Valley Townsite, or the establishment of any other administrative unit.

Q COMMISSIONER DAVIES: Or an Improvement District area?

A I would say Improvement District area, too, Mr. Davies, because I think it has been borne out that a large part of the Metropolitan problem exists because of the multiplicity of Municipalities or Municipal Divisions which actually are part of the Metropolitan Area, taking it on the quantitative basis alone, it would help to confound the problem rather than help towards its solution.

Mr. Joyce has also referred to the fact that Division No. I can not participate now under the terms of the National Housing Act as far

as mortgage loans on dwellings are concerned. I think that point is very well taken, Mr. Chairman. I would point out that assuming that the City would recommend the annexation of this area, when it was possible to extend a logical extension of the City utilities out there, then it would certainly be logical to expect that the Central Mortgage and Housing Corporation would make available money and lend money for the building of homes in this particular area.

I believe that is all I would like to say at this time, Mr. Chairman.

THE CHAIRMAN: Are there any questions with regard to this?

MR. GUNDERSON: Mr. Chairman, I would like to ask a question.

THE CHAIRMAN: Yes.

Q MR. GUNDERSON: At the open house held in the City Hall there were several maps or projections of the City's growth from the present time to 1984, and at 1984, at that time you had not taken in all the area in Division I. The maps indicated that you intended to take a certain portion as you were ready to develop it, is that correct?

A Well, that is correct, Mr. Chairman. I think I have an answer for that, and possibly it should be taken up again when we reconvene in December, because we have the maps to which Mr. Gunderson refers. I might say

at that time however, that we were looking for land which could be made available for urban expansion in a number of different areas, and one of the areas was to the south of Calgary, and one of the areas was to the west of the City of Calgary, and at that time we had not yet made up our minds as far as firm planning proposals were concerned, at any rate, as to whether we wanted to expand in a great, to a large extent on the west of the City, whether it was more advisable from the point of view of the capital cost of extending main trunks and so forth to the west or, however, on the basis of economics, it was more profitable or more economic, shall I say, to expand in a southerly direction. The thing is rather complicated and it will be a theme which will be developed with regard to the City of Calgary by the Calgary Planning Commission, and it will be much more amplified than at the present and put into our map at the time. But we have not reached a firm conclusion, which we hope to do in the next two weeks, because the Engineering Department will also have to be consulted. It will be settled on the basis of costs, extending City utilities further southward and the cost of extension westward, and the cost will to a great extent determine whether or not it is logical and a natural extension to the City service system.

MR. GUNDERSON: I think I understand what Mr. Martin has been saying, Mr. Chairman, and the large

development this year from the point of cost was in the north, Thornecliffe Heights, which was put up in the north part of the City as against trying to develop the south, a 1200 house development, I think. I don't know what it is, but it was made to the north. Now, we understand that the City of Calgary are going to encroach on our territory from the map. We do contend that we would be in a position of protecting our rights and in carrying on a better administration if we were a separate entity as against having very little representation on the Government body that will be dealing with the City.

Q MR. CRAWFORD: Mr. Martin, the relations between the City of Calgary and Division I have always been very amicable, have they not?

A That is correct.

Q And you have found in your liaison that they have been most cooperative?

A Yes. I should say that our liaison work between the City of Calgary, on the one part our liaison has been between the City of Calgary and the Municipal District of Springbank.

Q The only objection, Mr. Martin, to the District being set up as a separate unit, you only want to deal with one person, one entity, surrounding the whole of the City of Calgary?

A I think that was implied in my submission.

Q I suggest it was ?

A Yes.

Q Have you any other reasons to submit in opposition to the suggestion that Division I be a separate entity?

A Well, I believe that question was pretty well answered in my general statement to the Royal Commission, Mr. Chairman, and I said it was a Metropolitan problem, and I think it should be held to be a Metropolitan problem. I could elaborate and speak, and I am not speaking officially on behalf of the City of Calgary, I am speaking as a Director of the staff of the Calgary District Planning Association, by saying this, that, if, as Mr. Joyce himself has admitted, in several years this area becomes a logical part of Calgary, the City of Calgary, and that Division I might logically then be annexed to the City of Calgary, if that is true, then I would like to submit, having regard to the surrounding Municipalities, that the City of Calgary has perhaps the administration which is necessary to see that this area is developed, and would be an area which we are accustomed to assume should be developed, having regard to urban expenditures with regard to development. I think that would be one of the reasons. I think perhaps Commissioner Blackstock referred to that, also, when he suggested that other types of Municipalities are not so well geared to urban problems as are cities and towns.

Q Would you have any objection, Mr. Martin, to Division I becoming a part of the Foothills Municipality?

A Well, Mr. Chairman, I would like to answer that this way: I think as far as -- and this is my personal feeling -- I think as far as that point is concerned, we would prefer to see it a part of the large municipality for this reason, that in five years, or whatever period that might elapse before it was annexed to the City, you might get a very strong feeling of local loyalty built up in the particular area, and I am not saying this in any derogatory sense at all, which you might not get if it were a part of the large municipality. And in reading the history of Metropolitan Areas generally, and we have done a considerable amount of study in that direction, we have found that the greater the number of municipal units which may be involved in any Metropolitan Area the greater will be the problems involved, and I think on that general statement rests the case.

Q What you are saying, Mr. Martin, is that after Division I has experienced administration of this large municipality for a short time it will be glad to go in?

A You are reading into my statement something that I did not intend.

Q MR. JOYCE: Mr. Martin, do I understand from your statement that you think that for orderly development that it would be advisable not to set up a separate unit in Division I, that it become a part

of a large Municipality for orderly development's sake?

A Well, in answer to that question, Mr. Chairman, I can only state this, that presumably whether this area came under the jurisdiction of the Municipal District of -- I don't know what the name is, or alternatively, the Municipal District of Foothills No. 21, or regardless of what municipal district it came under or a part of, it would still remain under the jurisdiction of the Calgary District Planning Commission, and presumably the planning given to the District would be identical.

Q And you think it would be easier to talk to a Council who might be sitting 30 miles from Calgary than a Council who was right in that area?

A I can only say that in all our relations with all the Councils which contribute to the Calgary District Planning Commission, all our relations have always been very cordial, and I can only hope that the same would apply with respect to any other municipality.

Q Have you any assurances that this new Council would become a member?

A As far as Foothills is concerned, Mr. Joyce, I think we have sufficient assurance now that our liaison with them would be very satisfactory. Of course, no one is in a position to say what our relationships with the large municipalities may be, because I do not think the Council has yet been appointed or elected for the large municipality.

Q Thank you.

Q MR. MACKINTOSH: Mr. Chairman, I think the question has perhaps been answered but I wanted to ask, as I was not quite sure in my own mind when Mr. Martin used the words "large municipality", whether he envisaged the coming into being of the Metropolitan Area?

A I meant the new municipality which might be established by the Co-terminus Boundaries Commission.

MR. DAVIS: Mr. Chairman --

MR. BREDIN: Mr. Chairman, Mr. Davis is the representative of this brief that was not here this morning.

THE CHAIRMAN: Representing Haddin, Davis and Brown?

MR. DAVIS: Yes.

THE CHAIRMAN: Yes, Mr. Davis?

MR. DAVIS: I would like to ask, with your permission, Mr. Chairman, three technical questions which Mr. Martin may or may not answer, because they may be strictly engineering.

THE CHAIRMAN: Yes?

Q MR. DAVIS: Firstly, I have a question with regard to electric power. Is all the area envisaged as going to the Townsite of Elbow Valley within the City of Calgary power department's territory?

A That I don't know.

Q Therefore I will waive the second question regarding

the negotiation of rates. Secondly, has an arrangement on a Metropolitan basis been made with the Gas Company whereby rates and structures have been fixed in the area under question?

A Well, Mr. Chairman, I think the establishment of rates is a question which is set by the Board of Public Utility Commissioners, and there wouldn't be any Metropolitan administration to deal with it, at this time, anyway.

Q COMMISSIONER BLACKSTOCK: Rates can be fixed by agreement, Mr. Martin.

A They can be reached by agreement?

Q Fixed by agreement.

A Without reference to the Board?

Q Yes, without the intervention of the Board.

Q MR. DAVIS: Thirdly, in regard to all the area within Elbow Valley, what direction does the domestic and storm sewers flow? Does it flow into the City or away from the City? Does it cross any present City territory?

A Well, to the best of my knowledge, it flows entirely away from the City. The drainage, yes, it would have to be entirely away from the City as far as the present disposal plant is concerned. I mean, it is a leading question, I appreciate that, but if carried on and argued further, and also in making a study of the entire Metropolitan Area, you could come up with

a completely different answer.

Mr. Chairman, I submit I would like to give that answer at a later time, during our brief.

Q Thank you very much.

THE CHAIRMAN: Now, am I to assume this witness may be excused? Thank you very much, Mr. Martin.

A Thank you, Mr. Chairman.

THE CHAIRMAN: Is there anything further to be said, Mr. Crawford?

MR. CRAWFORD: Just one further thing, with reference to my request that this Board consider a recommendation of some nature to keep this Division I an entity at least until this Commission is completed. There has been a suggestion, I admit there has been no definite policy stated by the City, but there is certainly a definite suggestion, as represented by the City and the Town Planning, that consideration of the annexation in whole or in part of Division I is being made, and what recommendations they will be making we would not know until we see the brief that is submitted, but there is a distinct possibility, I submit, that the recommendation might be for a partial annexation. I would ask you to look at the map attached to my submission. Let us suppose, just for a moment, that the City of Calgary do recommend the annexation of a strip, say, 2 miles to the south of the present City limits. That would mean a small corridor isolated completely

from the large municipality would remain a part of the large municipality. It could easily be that there would be a strip there 2 miles long and 5 miles wide bounded nowhere by a portion of the municipality to which it would belong.

THE CHAIRMAN: Mr. Crawford, I would like to interrupt you at that point. It is only separated from the rest of this municipality, if this map is correct, by a river. Do you regard that as cutting it off?

MR. CRAWFORD: Mr. Chairman, I think for all effective purposes it is cut off by the Bow River, unless there is a bridge going in there, which we in the foreseeable future do not expect, and I submit that we can not say definitely what should be done with poor little Division I down at the south end of the City until we know or have studied the briefs and submissions of the other people who are submitting such briefs. It is my submission that this Board has the power to recommend that Division I not be absorbed until they have made their findings with regard to Division I relative to this Metropolitan situation.

COMMISSIONER ROBISON: Do you mean that we should find that today?

MR. CRAWFORD: No, sir, before January 1st, before the recommendations of the Co-terminus Boundaries Commission are put into effect. I think that a study should be made by this Board, or, at least, a

recommendation should be made that the absorption be delayed until this Board has made some definite finding.

COMMISSIONER ROBISON: We won't have all this other evidence before us until after December 6th.

MR. CRAWFORD: Well, I submit, then, that this Board, with respect, should, I submit, recommend that the recommendations of the Co-terminus Boundaries Commission be not put into effect.

COMMISSIONER DAVIES: Wouldn't that mean, Mr. Crawford, that the authorities would have to entirely put off dealing with the entire new proposed area of the new municipality, because if they proceeded with it on the basis of these boundaries, it absorbs Division I, and if they do not proceed, if we wish to leave that out, and they do not proceed with it, well, then they have to delay proceeding with the entire matter? What relief would they have? They can't just leave it alone.

MR. CRAWFORD: The alternative is for them to recommend that it become a separate unit. And it would appear that if it is going to be annexed, I submit it is a much easier problem for the annexation to take place if it is a separate unit. Certainly all the ratepayers of Division I are in favour of remaining so. And it would be quite agreeable to setting up its own administration. And I submit, whether it be an Municipal District or not, I still think a Municipal District would be a proper one and they could administer

this unit as such quite efficiently.

MR. MACKINTOSH: Mr. Chairman, could I ask Mr. Crawford a question?

THE CHAIRMAN: Yes.

Q MR. MACKINTOSH: Does he insinuate that the rich, wealthy, well-beloved City of Calgary is merely casting its eyes on plums, similar to that of the City of Edmonton with regard to Strathcona at the present time?

MR. CRAWFORD: I am not insinuating anything. You had better ask Mr. Martin.

THE CHAIRMAN: Mr. Crawford, it appears to me that instead of making this appeal to the Commission to get in and do a job, that this Division I might do something for itself. Does that strike you as possible?

MR. CRAWFORD: I would suggest, sir, that it is the intention of Division I to take the initiative but if it has the backing of this Commission it would be much more effective.

THE CHAIRMAN: I did not understand that was the way it was going.

COMMISSIONER ROBISON: I think Mr. Crawford understands the law of agency quite well, Mr. Chairman, and he would like to try and induce us to be agents of Division No. I.

THE CHAIRMAN: That is what I was afraid of.

COMMISSIONER HAYES: Mr. Chairman, could I ask Mr.

Crawford a question?

THE CHAIRMAN: Yes.

COMMISSIONER HAYES: Could I ask Mr. Crawford if any submission has been made to either the School Districts or the Municipalities involved for this change? Has there been any submission?

MR. CRAWFORD: I understand that the rate-payers suggested to this Committee that they wait for this Commission before they make it.

COMMISSIONER HAYES: There are two authorities to make representation to, to the School District and the Board or the Council of the affected area.

MR. CRAWFORD: Well, of course, Division I has its own School District boundaries. Division I is a School District unto itself, and that is why I say for administrative purposes if Division I were a separate unit the boundaries of Division I and the School District would be co-terminus.

COMMISSIONER HAYES: Well, this Co-terminus Boundary, as I understand it, was set up some year and a half ago or two years ago, and the School Division came into being, did I understand, this year?

MR. CRAWFORD: A year ago.

COMMISSIONER HAYES: It is the second year. That came about through a different agency than the Co-terminus Boundary. In other words, it was outside of that jurisdiction?

MR. CRAWFORD: Yes, and it completely is in reverse to the policy, as I understand it, of the authorities. That is, the Co-terminus Boundaries Commission was set up to place municipalities in these large School Divisions that were formulated, so that the boundaries would be co-terminus, and I am suggesting that to accomplish the purposes of the Co-terminus Boundaries Commission they should have taken Division I out and put it in as a separate municipality within the boundaries of the school division which they set up.

COMMISSIONER HAYES: At this time or at the present time nobody has made this representation to them?

MR. CRAWFORD: Not to my knowledge, sir. I think it was a question of waiting until this Commission was set up.

THE CHAIRMAN: Mr. Crawford, are you referring now -- I think I asked Mr. Joyce this question but I do not think he understood it completely -- were representations made to the Co-terminus Boundaries Commission that this District and this Area be continued as separate entities with co-terminus boundaries, was that put before the Co-terminus Boundaries Commission?

MR. CRAWFORD: My understanding is that it wasn't.

THE CHAIRMAN: That is what I thought. I am wondering why it wasn't.

MR. CRAWFORD: I can't answer that, sir.

I asked Mr. Joyce that question.

MR. GUNDERSON: Mr. Chairman, the position of the Co-terminus Boundaries Commission, or its decision, was given to the Municipality last winter, and the ratepayers of Division I had a ratepayers' meeting in March, and at that time a committee was formed to investigate the matter. The committee commenced to investigate and it was suggested then that a Royal Commission would be formed to deal with the matter, and this is the Royal Commission that we were given to understand would hear our case. No application has been made to any other body because we were informed that this was the body that we should make appeal to.

COMMISSIONER ROBISON: Who told you that, Mr. Gunderson? Somebody was just passing the buck, I suppose.

MR. GUNDERSON: Well, I am very glad to hear that, but that was our understanding, anyway, that this was the body to bring our application to.

THE CHAIRMAN: But, Mr. Gunderson, if the recommendation of the Co-terminus Boundaries Commission is as outlined by Mr. Crawford, and if the ordinary wheels moved in the ordinary way, and an order is given that this change shall take place on the 1st of January, 1955, this Commission will, by no stretch of the imagination, have reached the point where it will know what its final report is going to be by that time, then it seems to me that you will have missed the boat.

MR. GUNDERSON: Yes, sir. Unofficially we had hoped to get going and make an application right away after we got the decision of the Co-terminus Boundaries, which were fairly arbitrary, I understand, in making boundaries to conform with school districts. They just lumped municipalities together. But then, when we started to investigate, perhaps you would call it lobbying, to a certain extent, we were told that there was a Commission, in February or March we were told that there was going to be a Commission going to sit, and this is our first opportunity of appealing to the Commission.

THE CHAIRMAN: You do not want to be lobbying in the wrong direction, obviously. I must say that I do not think this Commission, or, at least, I, as an individual member, I am not very well informed as to the procedures of the Co-terminus Boundaries Commission. However, is it not fair to say -- and there are other people here, and Mr. Commissioner Davies knows it because he has been through this himself -- is the procedure not that the Co-terminus Boundaries Commission, having regard to the existing municipalities and the existing school divisions, proceeded to make a municipality and a division which shall be co-terminus in boundary, and that it presents this proposal, as a proposal only, to the Councils and the Boards concerned, and isn't that the time the School

District of Glenmore, Division I, and the Municipality of Springbank should have been on their toes to present their views and to present them vigorously? No reply.

MR. CRAWFORD: Mr. Chairman, just one word in reply to that question. I submit that this Board, as the Chairman stated in the opening, has very wide powers, and that the fate of Division I is very material to the over-all picture of the Metropolitan position, and for that reason I feel that the Board can make certain recommendations, even though they are opposed to the Co-terminus Boundaries Commission. If this Board, in its wisdom, feels that Division I should be a separate Municipality, it has the powers, which are set out very clearly in its terms.

COMMISSIONER DAVIES: The only thing is, Mr. Crawford, that we may not be arriving at a conclusion with regard to that as early as you would like us to.

MR. CRAWFORD: I do wish to clarify that we have not come to this Commission with the sole intent, as one of the Commissioners suggested, of using this Commission as an agency to go to the Government. I am sure the intention of the Division is to make its own representations to the Co-terminus Boundaries Commission, if the door is not already closed. Now, seeing that I have no knowledge of the back ground of this, but it certainly would be my recommendation that

representation also be made to the Co-terminus Boundaries Commission.

COMMISSIONER ROBISON: I think, Mr. Chairman, that Mr. Crawford, having read our terms of reference, to recommend boundaries, which is in section (1), and again in section (3),

"any other factors relevant to the establishment of the boundaries"

has brought it before us, but the Chairman's summation of the whole thing is the governing factor. We can not do all this until we have assembled everything and have prepared a final report.

COMMISSIONER BLACKSTOCK: Mr. Crawford, I would like to ask you a question, which you may not care to answer. Assume for a moment that you are sitting in this chair where I am now, and that I was sitting down in the Court Room where you are, and sitting here you realized that you had to deal with problems of very great magnitude, the Edmonton and Calgary Metropolitan Areas, and supposing that you realized that there were problems common to both cities, and yet that each of them has problems which were not common to the other. Now, comes my question: Would you feel disposed to make a recommendation as to a very small area unless you could clearly see through to the finish the impact of that recommendation on the whole wide over-all problem?

MR. CRAWFORD: Well, my submission, sir, is

that the recommendation which I have asked this Commission to make is one that is not a final one, and one that could be changed in a year or two years. And that if it was found at the end of the Commission that it would have been better that Division I be absorbed, then a recommendation to that effect could be made. All I suggest is to let us retain the status quo until this Commission is ended.

COMMISSIONER ROBISON: I do not think we have any right, as I see it, to make any recommendation of that kind.

THE CHAIRMAN: I would agree with Mr. Robison. Mr. Crawford, Mr. Joyce and Mr. Gunderson, obviously if there is going to be any stay of proceedings in this matter, I do not think it is in this Commission's power, as we can not pre-judge a case by starting in and saying, "Here is a small area that must be cut out of the general report." We do not know what the report is going to be; we are listening to evidence and we are going to keep on doing that until it is all in, and then we will try to reach a conclusion.

MR. CRAWFORD: I am not suggesting for a moment that it should be cut out of the general report, sir. I am suggesting that if it remain as a Division, if this Commission felt in its over-all report, I suggest that it would be better dealt with if it were a separate entity, and I submit that it is within the

power of this Commission to make such a recommendation.

COMMISSIONER BLACKSTOCK: Well, speaking entirely for myself, Mr. Crawford, I do not want you to think from all I have said that I lack sympathy with regard to the position in which you find yourself, but whether I can translate my sympathy into concrete action is another matter.

THE CHAIRMAN: Mr. Commissioner Blackstock has said it in a very diplomatic manner, Mr. Crawford. I would have said it somewhat more bluntly. Now, I asked you before, Mr. Crawford, if that ended that submission on your case?

MR. CRAWFORD: Yes, subject, sir, to, if I may, --

THE CHAIRMAN: Return?

MR. CRAWFORD: Yes.

THE CHAIRMAN: May I say that I am sure the whole Commission appreciates very much the spirit in which you and the representatives of Division I have presented your case, and I do not need to assure you that when the proper time comes your submission will receive the fullest consideration.

MR. CRAWFORD: Thank you, sir.

THE CHAIRMAN: Now, I hope that we have time left, I promised Mr. Gardiner this morning that we would get through and reach him this afternoon. But I am going to ask Mr. Gardiner if he doesn't think

that the submission of Conrich is so important that it should stand over until the morning?

MR. GARDINER: I am entirely in your hands.

THE CHAIRMAN: Could you attend tomorrow?

MR. GARDINER: Yes, I could attend tomorrow without any difficulty.

THE CHAIRMAN: It seems to me that there are one or two shorter ones that we could deal with this afternoon, and then come to yours.

MR. GARDINER: Yes.

THE CHAIRMAN: I found the submission of Conrich, on account of the area concerned, a bit hard going, and I would like you to conduct a tour.

Now, I have a submission from the Glenmore School District No. 114. Who is representing the Glenmore School District?

MR. GUNDERSON: I will read it. I have no comment to make on the written statement, Mr. Chairman. Our Chairman was going to appear as the representative of the School District, but was unable to be here, so that I shall take his place. However, I have no copy of the brief so that if you will give me the copy I will read it to you.

THE CHAIRMAN: Yes. Mr. Gunderson, there is no representative of the Board actually present?

MR. GUNDERSON: I am vice-chairman of the Board.

THE CHAIRMAN: Oh, yes.

DAVID K. GUNDERSON, having
been first duly sworn, testified as follows:

GLENMORE SCHOOL DISTRICT #114

Box 576, Calvin

CALGARY - ALBERTA

Brief to the

ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT
OF CALGARY AND EDMONTON

IN THE MATTER OF THE AREA ADJOINING THE CITY OF
CALGARY TO THE SOUTH KNOWN AS GLENMORE SCHOOL
DISTRICT #114, AREA APPROXIMATELY 25 SQUARE MILES
MORE OR LESS.

Q THE CHAIRMAN: May I interrupt you? That is
identical with Division I, is it?

A Identical with Division I, yes.

Q Thank you.

A At a meeting of the Board held on September
20th the following Resolution was passed:

RESOLVED: The Board of Trustees of the Glenmore
School District #114 strongly recommend that the area re-
ferred to above which is co-terminus with Division #1 of the
present Municipality of Springbank

BE SET UP AS AN INDEPENDENT UNIT FOR
MUNICIPAL AS WELL AS SCHOOL ADMINISTRA-
TION PURPOSES.

The reasons for the recommendation being as
follows:

a) The area is completely cut off geographically from the present M.D. of Springbank and also from the proposed Municipality recommended by the Co-terminus Boundaries Commission, on the west by the Sarcee Indian Reserve and the Elbow River, on the north and northeast by the City of Calgary, on the east by the Bow River, and on the south by the Municipality of Foothills.

b) This geographic location would mean, should the proposed large municipality become a reality, that the road maintenance equipment and particularly the snow removal equipment, would have to be brought through the City of Calgary to our area for use as it is not conceivable that the large municipality would leave sufficient equipment in our area at all times when one compares its size with the area of the new municipality.

c) It is imperative that our roads be kept open at all times to enable our school transportation system to function efficiently and keep the children in the schools throughout the bad winter months, such transportation system being necessary in accordance with the School Act in view of distances travelled by pupils.

d) Our past experience has been such that we feel a municipal district co-terminus with our School District boundaries would be better for all concerned because:-

- 1) Up to 1939 this district was an independent school unit at which time it was absorbed into the large Calgary School Division #41. From that time until

April 1st, 1953, our school administration and facilities were intolerable. Being a suburban area in a predominantly rural school division it was impossible to obtain the necessary administration and facilities we needed for the education and health of our children, resulting in both overcrowding and unsanitary environment. As a result of continuous agitation over a period of years, Glenmore was again set up as an independent School District on April 1st, 1953.

- 2) It is anticipated that the population of this area will increase materially in the next few years which will necessitate greatly increased school and school transportation facilities. To adequately deal with these problems as they arise the Board feels it is essential that there be the closest liaison possible between the Municipal Council and the School Board. A situation where the Municipal and School District Boundaries were co-terminus would be the ideal and most beneficial solution.

And it is signed by Mr. Swindalls as Chairman and Mr. Saunders as Secretary-Treasurer.

THE CHAIRMAN: Thank you, Mr. Gunderson. This follows very closely the presentation of Mr. Crawford and Mr. Joyce in regard to Division I. Are there any questions?

Q How many pupils are being educated in the Glenmore School District?

A 159, sir.

Q MR. KATZALAY: How many?

A 159.

Q COMMISSIONER BLACKSTOCK: Only one school?

A We have completed just very close to the City of Calgary limits a 2-room addition, so that we have one 4-room school at Turner Siding and these 2 rooms, so that we have 6 rooms, which we feel will be adequate for a number of years, two or three years or more.

Q COMMISSIONER DAVIES: Are you transporting many pupils by your own bus?

A Yes, we have purchased a bus and we are transporting all pupils in 1 to 5, from Grades 1 to 5.

Q THE CHAIRMAN: To both schools?

A We have one school, Grades 1 to 5, and one school, 6, 7, 8, and 9.

Q That is the existing school?

A Yes, that is the existing school at Turner Siding.

Q COMMISSIONER DAVIES: That is the 2-roomed school?

A Yes. So that we are not a Rural School District hardly.

Q What about Grades 10, 11 and 12?

A They are coming to the City of Calgary.

Q And what are you paying as tuition fees?

A \$175.00 a year.

Q COMMISSIONER ROBISON: I thought you said the Turner Siding was 2 rooms?

A Turner Siding?

Q Or the 4 roomed?

A The 4-roomed.

Q What is the name of the new school, the 2-roomed school?

A The old school is the Turner Siding and the new school is the Milton Williams, to which a 2-room addition was made.

Q THE CHAIRMAN: I thought that an addition had been made to the original school, but that is not so?

A No.

Q COMMISSIONER DAVIES: Would you have many pupils going for Grade 10, going into Calgary? Would you have 10 or would you have more than that? You would, wouldn't you?

A Certainly. The Lincoln Park area of Division I, speaking of the School District, not the Municipal District, is not served by our schools, and they have children going in to the City of Calgary School District. The cost to our School District is about \$10,000.00 a year, covered chiefly by the Lincoln Park pupils, as we only have a very small number of high school students that we are paying for.

Q COMMISSIONER ROBISON: Mr. Joyce told us there were four small hamlets, Lincoln Park, Kingsland, Meadowfield and Belvedere. Your two schools would cover

what portion or portions of those?

A It covers three portions. It does not cover Kingsland, which is separated from the rest of the area by the Glenmore Dam. Lincoln Park, I am sorry, it is separated from the rest of the area by the Glenmore Dam.

Q That covers Kingsland, Meadowfield and Belvedere?

A Yes.

Q COMMISSIONER DAVIES: The City of Calgary is taking children from Grade I up?

A From the Lincoln Park area.

Q Have you a contractual arrangement with the City on a total basis?

A On an individual basis.

Q Right from Grade I on?

A Yes.

Q COMMISSIONER ROBISON: How much do you say that costs you?

A \$10,000.00 a year is what we have allocated to the City of Calgary.

Q THENCHAIRMAN: Mr. Gunderson, the tuition fee for your elementary school youngsters, I suppose, is considerably smaller than than the \$175.00 that you pay for the high school?

A Yes. I am sorry but I can not tell you the exact amount.

Q But that is just a matter of negotiation between your Board and the Calgary Board?

A Chiefly the Calgary Board advises us what we are going to pay them.

Q I am familiar with that kind of negotiation.

MR. BREDIN: I hope that is not typical of all our negotiations.

THE CHAIRMAN: Otherwise known as a compromise.

MR. KATZALAY: May I ask Mr. Gunderson a question?

THE CHAIRMAN: Yes, indeed.

Q MR. KATZALAY: What was the approximate surplus of your school at the end of the year?

Q THE CHAIRMAN: How much money have you got, in other words?

A I haven't the figures. I think we had a surplus of around \$5,000.00.

MR. KATZALAY: Thank you.

THE CHAIRMAN: I fancy the gentleman from Bowness wishes to compare it with his surplus.

MR. KATZALAY: It is very nice to hear of some of them that have a surplus.

THE CHAIRMAN: Encouraging, at any rate.

Q MR. BREDIN: Mr. Gunderson, have you given any consideration to the proposed Townsite of Elbow Valley as regards school facilities? Have you been approached as a School Board?

A No.

Q Or have you given any thought to the problem?

A No. We haven't been approached by anyone. We have a thought to get those two schools in our own School District, because the conditions were intolerable, the conditions that the pupils had to face were not good. We couldn't get any money from the enlarged School District, and we fought until we got it back, and now we would like to develop our School District No. 114, the Glenmore School District. It would complicate matters, I suppose, if the Elbow area were formed into a Townsite, but we haven't thought about that yet.

Q COMMISSIONER HAYES: Do I understand you had difficulty with the School Board, getting the fair share of the tax rate?

A Yes, sir, we had quite a bit of trouble, sir, getting the improvements. That is because it was such a large School District that nobody bothered about little School Division I. We had considerable trouble. Since we have become our own District we have erected this 2-room school, and we have put in light and water, and such innovations, and everybody is happy. We have first class teachers and we are operating in a very efficient way, we believe.

Q Do you have any idea where the money went that you think should have been yours?

A North of the City of Calgary.

THE CHAIRMAN: That is a large area.

Q MR. DAVIS: There is no question of the

rooms being crowded in the near future, and lacking transportation?

A And we have sanitation.

Q There was sanitation?

A Yes, outdoor plumbing.

Q COMMISSIONER ROBISON: Or lack of plumbing?

A Yes.

MR. GARDINER: Might I ask Mr. Gunderson a question?

THE CHAIRMAN: Yes, Mr. Gardiner.

Q MR. GARDINER: Talking in a jocular vein, he said that the money they should have gotten went north of the City of Calgary. I would like him to amplify that and point out the places in detail where it went.

A All I can say is what I heard, but our area, our small area, I believe, it is possible that well over 50% of the tax dollar that the whole Municipality collected but we were only getting perhaps 20% of the tax dollar to spend in our own area, and we felt that we should have had at least reasonable facilities for our children, which we weren't getting under the enlarged School Division. That is all I can say.

Q I would like to tell Mr. Gunderson that north of the City we do not or did not even get 20%.

COMMISSIONER ROBISON: Maybe he means farther north than where you are at.

THE CHAIRMAN: Mr. Gardiner, we will be very

interested in hearing of your experiences tomorrow morning. I am wondering if there is anything else that someone would like to come out of this or ask Mr. Gunderson any questions before Mr. Gunderson is excused.

Mr. Davis, the question has been raised about Elbow Valley with regard to provision for education. Have you, as an interested party in the development of Elbow Valley, taken into consideration that question? Is it covered in your brief?

MR. DAVIS: Yes, Mr. Chairman, there are two alternatives, both outlined in the brief.

THE CHAIRMAN: Yes, thank you. It is all right, then. I must say I haven't all these briefs at my fingertips. My adviser says that you will do well to look at that again and make sure it is there, the educational end of it.

MR. BREDIN: Mr. Chairman, I wonder if we might know now at what time the Elbow Valley brief will be given, whether they will be wanting to take the deferment that most of us are asking for, to December, or whether we are going to hear from them at this stage.

THE CHAIRMAN: Well, Mr. Bredin, unhappily the representatives were not present here this morning, but Mr. Davis is here now. I am not sure whether he is acquainted with the action that was taken this morning. Are you, Mr. Davis?

MR. DAVIS: No, I am afraid not. I have an apology to make to the Commission. I assured that it would follow ordinary court procedure and that we would get a notice. I was ignorant of the policy of the Commission.

THE CHAIRMAN: We had requests for deferment or adjournment for periods varying from one month, and there was two weeks in one case, I think, but from one month to two months, and the Commission has set the 6th of December as the time of the next Sittings. Now, Mr. Bredin's question is, as I understand it, whether you are going to press to have your submission considered at this Sitting, that is, tomorrow, or will you prefer to wait until the later Sitting? Obviously, you can understand the reason back of that, as there are some people who want to hear what you have to say, and they may ask you some questions, and they are wanting to know whether they need to be here tomorrow or not.

MR. DAVIS: Mr. Chairman, would it serve the Commission's best interests if I gave a brief summary tomorrow and then deferred the main portion of the submission until the deferred time? There is considerable overlapping, I believe, in the information, and there may be some changes made in the submissions at a later date.

THE CHAIRMAN: Well, that was the practice that was followed this morning. For example, Mr.

Martin presented an interim statement on behalf of the City of Calgary and asked for a two months' postponement. He and Mr. Bredin are working together on the submission. And the Commission acceded to that request. Now, if you make the same request tomorrow morning, you will be heard in a brief introductory statement, at which time you will not be necessarily sworn unless you ask to be, and then later, when your brief is completed, you would present it in the way that these have been presented today.

Now, I am sorry, but you and I, Mr. Davis, rather forgot that Mr. Gunderson was still on the stand. I asked you the question as to whether the educational facilities for Elbow Valley have been taken care of in your submission. Now, you may answer that tomorrow, giving the chapter and the verse, and then you would have the opportunity of extending, revising, or doing what you liked with the original submission at a later period.

Mr. Gunderson, my apologies.

A That is all right, sir.

THE CHAIRMAN: Now, if there is nothing else to be asked of Mr. Gunderson, he can be excused. Thank you, Mr. Gunderson.

A Thank you.

THE CHAIRMAN: Now, there is one other thing I would like to finish this afternoon. How long will

the brief of the Bowness School District take? Is that going to provoke considerable discussion?

MR. KATZALAY: On the 6th of December, sir.

We have presented our interim brief now.

THE CHAIRMAN: You have no final brief now?

MR. KATZALAY: No, sir.

THE CHAIRMAN: I am sorry. All right, thank you.

The only other thing that we have is a letter from the Calgary School Division No. 41. Is there anybody here representing the School Division?

MR. O. P. GOSLING: Yes, Mr. Chairman, I am the secretary-treasurer of the Calgary School Division No. 41.

THE CHAIRMAN: Yes. Mr. Gosling, this brief letter of the 27th of September, 1954, that constitutes all that you care to say, is that right?

MR. GOSLING: That is right.

THE CHAIRMAN: Would you please come forward and be sworn.

OLIVER PERCY GOSLING, having been first duly sworn, testified as follows:

Perhaps I should say, Mr. Chairman and Gentlemen, before reading this very short letter that the Calgary School Division has found itself in the last several years in the very happy position where wherever an

area bordering on the City in the Division has become urban that somebody has taken it away from us, and we are not concerned about what you do to us, because we are still in that happy position.

Q THE CHAIRMAN: Everything has been done that can be done already, has it?

A Well, as far back as 1946 they took Bowness away from us, as soon as it became an urban problem, and subsequently Windsor Park, I think that was by the action of Mr. Blackstock's Utility Board at that time, and since then the Department of Education has seen fit to take a half a mile of the west side of the City away from us when it became congested, and now a mile has been taken out on the north side. And then they took another portion away from us a year ago last April when it looked as though it might become congested, so that actually we are not too concerned. The only thing that The Board attempted to imply in this letter was that if we were formed into a Metropolitan Area, if it would be in congested areas, that the three School Districts mentioned might be classed as being in that area. They are not actually at the moment congested, but in the case of one, the West Calgary School District No. 209, for example, I understand that that area, the entire area of the West Calgary School District has been approved by Town Planning as a suburban area, and if it develops into an urban area, we do not want it any

more. The Calgary School Division is very definitely a rural school division.

Q Mr. Gosling, I haven't had the opportunity of asking you, but how far is the West Calgary School building west of the half mile that you have spoken of as being recently taken from you and added to the Calgary School District?

A Well, I would guess that the school itself is a mile west of the City limits, and that would be a half a mile west then of the area.

Q We drove around that way the other day, and that was my impression, that it was just a half a mile outside.

A I think there is a mile there between the Calgary School limits, and half of it is administered by the Calgary School District and half of it by us. The other two schools, the Ceepeeear School District and the Silver Springs School District are bordering on the City, and in one case bordering on an area controlled by the Calgary School District.

Q Excuse me one minute. Has anybody found on the map any indication of the location of the Silver Springs School District?

COMMISSIONER ROBISON: Yes, we have it here.

THE CHAIRMAN: Thank you, Mr. Robison.

Q Would you proceed to read the letter.

A This is a letter written by me to Mr. McGruther, Secretary of the Royal Commission in Metropolitan Development:

"Dear Sir:

In the event that it is decided to form a Metropolitan Area surrounding the City of Calgary the Calgary School Division No. 41 would urge that the following School Districts be included in that area:

Ceepeeear School District No. 3068
Silver Springs School District No. 4734
West Calgary School District No. 209

The Department of Education and the Municipal and Public Utility Board have recognized the fact that the Calgary School Division No. 41 is definitely a Rural Division and, during the past few years, have separated areas from the Division as soon as they have ceased to be rural and have grown into urban. The three above listed Districts have or are likely in the very near future to become under the category of urban and are, therefore, submitted for the consideration of your Commission.

All of which is respectfully submitted. "

Q Mr. Gosling, can you tell me roughly the location of the Silver Springs School District? That is not north of Bowness?

A North of Bowness and north of the Bow River.

Q That is not the Crystal Springs development of years ago?

A I am afraid I do not know it by any other name than

Silver Springs.

Q COMMISSIONER ROBISON: It is north of the T.B. San?

A Yes.

Q THE CHAIRMAN: Yes, thanks very much.

A There was a school on the highway on the north side at one time. I understand that the Burns' interests gave the property to the School Division and they put a building on it and that subsequently it was moved away.

Q There is no school in operation there at the present moment?

A There is a 3-roomed school in operation.

Q COMMISSIONER ROBISON: Right on the Banff highway?

A Yes, right on the Banff highway, on the south side. It would be about a mile west, I guess, from the City limits.

THE CHAIRMAN: We did not see it when we were out there, and I am wondering why we did not see it.

Well, Mr. Gosling has some commodities to dispose of here; that seems to be the purport of his brief.

MR. GARDINER: Mr. Chairman, may I ask Mr. Gosling a question, please?

THE CHAIRMAN: Yes.

MR. GARDINER: Was it the intention of the School Divisional Board that the whole of the Ceepeeear District be detached from the present Rural Municipality set-up and incorporated into the Metropolitan Develop-

ment that was contemplated?

A That is right.

THE CHAIRMAN: Incorporated into the City?

MR. GARDINER: No, into the Metropolitan Area.

What I had in mind was that the School District would be taken out of the present Rural unit and incorporated bodily into a Metropolitan unit?

A Yes.

Q I have a very definite reason for asking that question.

THE CHAIRMAN: Yes.

A As a matter of fact, there was an application several years ago to have the Utility Board, to have a small part of the north end of the Ceepeear go into the City of Calgary, and that would have included this area in which the school is situated, and that would have left the outer area with a certain number of people living there and no school, and we were forced to oppose that application and no action was taken at that time.

MR. MACKINTOSH: Mr. Chairman, the witness stated that Bowness, along with some other schools, was taken over by another Board from what we call the large division, Division No. 41.

Q Now, what I would like to ask the witness is this, if it is not true that before the child reached swaddling clothes that it was cast off, and similarly with the Division? Isn't it true that they cast Bowness actually out of the big division about five or six

years ago?

A I am afraid I can not answer that question as Bowness was taken over in January, '46, and I did not go to the Division until several months after that.

MR. KATZALAY: May I ask a question?

THE CHAIRMAN: Yes.

Q MR. KATZALAY: How long were you secretary-treasurer of School District No. 41?

A Since April of '46.

Q If my memory serves me right, we were kicked out of the Calgary Rural School Division 41 in the spring of '49.

A I think the order was dated the 1st of January 1946.

Q Pardon?

A I think the order was dated the 1st of January 1946. That is my recollection of it, and that was before my time.

Q Are you familiar with the procedure of that?

A No.

Q Well, since you are not familiar, there is hardly any use in asking the question.

MR. KATZALAY: Now, Mr. Chairman, if I might make a statement in this connection. The secretary-treasurer of the School District No. 41 stated --

THE CHAIRMAN: I can only permit it if it is an elaboration of something or in refutation of something the witness said.

MR. KATZALAY: It is, sir.

THE CHAIRMAN: All right.

MR. KATZALAY: It is with regard to being taken away from School District No. 41. We fought to be kicked out, and we hoped to be put out. The School District No. 41 decided that the Bowness School District was growing so rapidly and was more expensive than any other School District or any portion of School Districts in the School Division 41, and they felt or told us that they were going to put us out. We objected to that, but we were definitely put out, we started on our own, and we are doing today as you will in due course see from our brief.

THE CHAIRMAN: That is what I thought, that this would all come out in your brief.

Q Now, Mr. Gosling, the gist of your brief is to the effect that you would like the Commission to consider the possibility of having these Districts included, if we make a recommendation for an enlarged area, included in this Metropolitan Division, and, I suppose, some order given as to disposition of the Districts. That is, in brief, what it is, is that right?

A Yes.

THE CHAIRMAN: Well, I do not suppose anybody has any objection to our considering it or anything else.

MR. GARDINER: Might I ask the Commission if they would seriously entertain the taking away from the Rural Units the area suggested by the witness?

COMMISSIONER ROBISON: Ask us that in about six months.

MR. GARDINER: We are particularly concerned when they talk about the Ceepeeear School District and when they talk about the application made some three or four years ago, and I wish to suggest that some eight or nine years ago there were two places severed from the Municipal District and incorporated in the City, and we would be prepared to go along with them to the extent of taking some, but we would be prepared, I am sure, to endorse the application of the School Division Board that the Ceepeeear School District be taken right out.

THE CHAIRMAN: My answer to your question, Mr. Gardiner, is that the Commission will consider what Mr. Gosling has requested, and we will consider the objections raised by Mr. Gardiner and his associates and we will reach, I trust, an equitable decision.

MR. BREDIN: Might I just ask Mr. Gosling one question?

THE CHAIRMAN: Yes, Mr. Bredin.

Q MR. BREDIN: Mr. Gosling, in dealing with these annexations, and I am just speaking generally now, but hasn't the tendency been for the school annexation to precede the annexation with regard to the City boundaries themselves, that is, the City School District was enlarged far beyond the Municipal

boundaries, isn't that so, particularly on the west?

A Yes. It is still so.

Q And on the north, was there not a recent annexation of Sections 1 to 6 and part of Section 12 in Conrich?

That does not include the School District itself, does that, or does the City School District now extend to where the Municipal boundary is now?

A I would assume that. I haven't seen the order, but I would assume that that area goes into the School District as well as the City of Calgary.

Q Well, our boundaries are not generally co-terminus, so that my impression was that merely extending the Municipal boundary would not affect the school boundary, and you take the opposite view. I am wondering if I am correct. I do not know.

A We haven't seen the order, but I think the City School Board feel the same way about it. As a matter of fact, our children from the north were being accommodated in one or two of the north fringe area schools, Queens Park and Buchanan, and this year they suggested that we take our whole load down to Haltain in the centre of the City because those schools were reserved for this extra mile when the development develops to the point where children will be coming in there. There are about 30 houses in that mile that I assume will be occupied very soon, and we certainly do not anticipate looking after those children.

Q Well, I assure you that the Order of the Board of Public Utility Commissioners makes no mention of the School Board boundaries, and my understanding was that the Department of Education set the boundaries of the School Districts, and there is a different procedure through the Public Utilities or under the Public Utilities Act to set the Municipal boundaries. I did not think there was any relationship between them. That is all I have. I hope I am not labouring that.

THE CHAIRMAN: Mr. Gell, could you answer the question that has been raised? Are these new areas now included in the School District?

MR. GELL: Not as yet.

THE CHAIRMAN: Not as yet?

MR. GELL: No, we have to await an order from the Department of Education.

MR. CHAIRMAN: But you expect it?

MR. GELL: Yes.

THE CHAIRMAN: To be co-incidental with the adding of that area to the City?

MR. GELL: Yes.

THE CHAIRMAN: Well, that is what is to be done.

Well, now, are there any further questions to ask the witness, or any further comments?

Q You are excused, Mr. Gosling. Thank you.

A Thank you, Mr. Chairman.

THE CHAIRMAN: Well, that will conclude the
hearing of briefs or witnesses this afternoon. We
will adjourn until 10 o'clock tomorrow morning.

(The Hearing then adjourned to resume at
10.00 A.M., Tuesday, October 5th, 1954.)
